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ABSTRACT

The Law Offender's Planning Task Force of the Governor's Advisory Council on Manpower was established to develop a comprehensive manpower services plan for law offenders in Illinois. The report discusses what is needed in effective criminal justice manpower services and the problems peculiar to delivery of manpower services within the constraints of criminal justice institutions. Focus is on services for adult law offenders in penitentiaries and on parole, the juvenile justice system, and court services in the pretrial, probation, jail, and work release areas. Planning issues and methodologies are reviewed, and a recommended program plan for fiscal year 1976 is presented. Review of the current system indicates that manpower services are not delivered in adequate scale or quality to meet the needs of Illinois law offenders. A basic services model was therefore developed, stressing community-based services for clients not yet institutionalized and reintegrative services for those in corrective institutions, with emphasis on screening and referral, work release, practical diversion, training and job placement, and other manpower vocational services. (MF)

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REPORT ON THE MANPOWER NEEDS OF THE LAW OFFENDER IN ILLINOIS

August, 1974

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REPORT ON THE MANPOWER NEEDS OF LAW OFFENDERS IN ILLINOIS

Prepared by the

LAW OFFENDER'S PLANNING TASK FORCE

of the

GOVERNOR'S ADVISORY COUNCIL ON MANPOWER

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A WORD OF THANKS

This report is a frank and candid document. It did not get that way through detective work; it is honest because all parties - - funding agencies and direct service agencies - - were forthright. No request for information was met with refusal or evasion.

In addition to 10,000 pages of reports, raw data, books, client data, etc. examined, over thirty meetings were held to discuss and clarify the points raised in this report. While there may be inaccuracies in this report, they are not the result of obfuscation - - they are honest mistakes for which the principal author (Edmund H. Muth) takes full responsibility.

Some opinions in the report are cited as "the Task Force's". None of these were formally voted on; my notes show that they were beliefs which several or most organizations held and shared with me and for that reason they are cited as "our" beliefs.

Some beliefs were never clarified with enough parties to "rate" a "we" or "our" designation; these are usually cited as "the view of this author" (myself) and should be considered mine alone. I hope and believe many of "my" views are shared, but I have tried not to attribute them to the Task Force since they have not been, heretofore, reviewed with the Task Force.

I would like to thank all the people who shared in the work of writing, typing, and proofing this report. I would also like to thank the reader in advance for the time - - several hours - - which a careful reading of this report requires.

Edmund H. Muth

July 29, 1974

FORWARD

In developing a plan for employability-enhancing services for law offenders, the Law Offender's Planning Task Force has not only focused on the "mechanics" of service delivery within the organizational constraints of the criminal justice system (CJS), but has also discussed - - albeit too briefly and too glibly--the "larger" issues posed by manpower services for law offenders. This forward is designed to share this discussion with the reader in the hope that Illinois will try to confront the meaning and purpose of manpower services for all clients.

Crime and Opportunity

Manpower/employability services are useful, we believe, not only as a rehabilitative/reintegrative strategy, but also as a preventive strategy. While crime occurs for many idiosyncratic reasons, frustrated aspirations are surely at least one of the catalysts. At issue are three factors:

(1) Within Illinois the demand for entry level workers is smaller than the supply of men and women who have only entry level skills. Although skilled jobs frequently remain unfilled, thousands of persons who are committed to employment find too few opportunities, too little access to work.

(2) Throughout American industry there are serious questions about the quality of work. For too many Americans work is boring, dangerous, and/or unfulfilling. In our efforts to employ the underemployed and unemployed, we must ask serious questions about the quality of life and work which the jobs we will create will influence.

(3) America is a pluralistic society. Americans hold varying opinions about the centrality of employment in their lives. We believe that people have a right to be different, to have both avocational and vocational goals. When

> developing manpower programs, it is the responsibility of program planners to try to establish what services are responsive to the values, goals, and life styles of the prospective clients; it is not the client's duty to simply accept middle class definitions--definitions which even the middle class introspectively question. We believe that government has failed to respect the pluralism of society and that the Comprehensive Employment And Training Act of 1973 (CETA) - - which demands local control--offers us a chance for a fresh (and hopefully more responsive) start.

As a result of these three convictions, the job facing Illinois in the manpower area is complex: we must improve the quantity, quality and variety--both vocational and avocational-- of opportunity. Clearly, such a task cannot be fully accomplished by governmental action; all sectors of Illinois -- clients, government, labor, employers-- must be involved.

What This Report Is - - And Is Not

This report does not attempt to provide a model for human growth of which a manpower model might be a subsection. Instead, the report focuses on employability-enhancing services for law offenders without serious discussion of the role which vocational rejuvenation may play in a "larger picture"--that of total personal growth.

This report does not differentiate between manpower services for men and those for women because the same kind of services are needed for the law offender, whatever the sex. Nonetheless, the female offender is confronted with special problems such as the need for adequate child care in order to make use of manpower services. Just as special assistance is provided to the drug offender, the alcohol offender and the unskilled offender with less than a high school education, perhaps special services will need to be available to the female offender. Although not dealt with in this report, this matter will need to be considered as manpower services for the law offender become more sophisticated and specialized.

This report discusses strategies for the employment of law offenders without discussing issues related to the aggregate demand for labor in Illinois or displacement effects vis-a-vis other types of prospective workers.

This report discusses both change in the criminal justice system and manpower issues because manpower services and their effectiveness are inexorable related to the humanity and professionalism of criminal justice services. To be more blunt, manpower services will not be effective without logistical support from criminal justice agencies - - probation officers, jailers, wardens, youth workers. While not trying to plan for the criminal justice system, we do enumerate minimal conditions which must exist if manpower services are to be cost-effective.

Although this report deals with manpower needs of the entire criminal justice continuum, most, if not all, of the examples and references are to correctional programs. There are two reasons for this. First, traditionally manpower programming has been in correctional institutions. Therefore, little has been done and even less has been written about programs at other junctures of the criminal justice system. Second, the major experience of principal author, Edmund H. Muth, has been with correctional manpower programs.

A Word On Planning

Many of the persons who have participated in the preparation of this program statement are planners by vocation and philosophy. Nonetheless, we know that planning can become a trap; that spontaneity can easily be lost; that plans, not people, can easily become government's prime focus; that some of the best programs ever offered to the disadvantaged have been run by uncredentialled, unorthodox innovators. We caution readers to accept this

plan for what it is - - a state-of-the-art document with which to experiment, one which should be challenged and modified. We are excited by its goals, scope and promise; we feel it should set a tone and direction which makes Illinois a national leader in the delivery of responsive, effective employability services to law offenders.

INTRODUCTION

In Illinois tens of thousands of men and women come in contact with the criminal justice system during the course of each working year. The vast majority of these criminal justice clients have never been able to take advantage of the employment opportunities that most Americans take for granted. In fact, if one examines the work history of most defendants and ex-offenders, one finds that their employment alternatives have been few, their poverty real, and their frustration understandable.[1]

There are many possible responses open to the State of Illinois to meet the vocational problems of criminal justice system clients. As there are multiple points of intervention (e. g., arrest, jail, parole, etc.), and because some programmatic solutions are more appropriate at one point in the criminal justice system than at another, we feel it is essential that we build a true systems design. Furthermore, some types of clients currently have more places to turn to for help than others; as a result, there is a need to establish a balance of services that will rationally allocate services among intervention points to provide for the needs of many types of people at these points in the criminal justice system.

With the passage by the U. S. Congress of the Comprehensive Employment And Training Act of 1973, special emphasis was placed on services to law offenders under Title III - - and special responsibility was given to states to develop and implement comprehensive plans of action. Illinois has met this challenge. The Law Offender's Planning Task Force was formed by the Governor's Advisory Council on Manpower, created in early 1974 to implement CETA, to develop a comprehensive plan for law offenders.

Named to this Task Force were representatives of the State's manpower and criminal justice agencies (membership is listed on the title page of this report). Although each agency had a different mission, legislative mandate and organizational structure, agreement among the agencies as to fundamental problem areas and basic thrusts was achieved in a short period of time. Each agency had clearly "done its homework" and, thus, the informational and descriptive sections of this report were compiled ahead of schedule.

The process by which this action program has been designed has several important features:

1. It is a systems design which examines the complex problems of service interface and interdepartmental/ intergovernmental co-ordination.

2. It is a co-operative planning effort involving a number of state agencies.

3. It discusses the needs of clients at each major service point of the criminal justice system.

4. It utilizes information on client desires, interests, and aspirations as well as labor market projections to formulate a service package.

A planning paradigm appears as Figure I.1 which demonstrates how each of these features was integrated into a program package.

In addition to Task Force members, offenders, direct service personnel, area specialists within the Illinois Law Enforcement Commission (ILEC), several local prime sponsors (the recipients of CETA funds, generally a state, a city, a county, or a combination of such local governmental units), staff of the Bureau of Jails and Detention Standards of the Department of Corrections and representatives of the National Alliance of Businessmen (NAB) were consulted in preparing this report. After this working paper is approved by

the Task Force and has official standing, it will be shared with employers, union and labor representatives and additional representatives of criminal justice and manpower agencies for supplemental comment and improvement.

The reader should note that funding recommendations by the Law Offender's Planning Task Force will be advisory. While the findings of the Law Offender's Planning Task Force will suggest that certain directions seem most cost-beneficial, the decisions as to commitment of funds will, of course, be the perogative of the Council itself.

Definitions

In order to assure maximum clarity, let us define two basic terms: "law offender" and "manpower services".

For the purposes of planning, law offenders will include the following client groups:

1. Persons charged with crimes awaiting trial whether released on bond - - (or recognisance) or jailed.
2. Probationers.
3. Jailed, post-sentenced offenders.
4. Penitentiary and training school residents.
5. Parolees.
6. Ex-offenders whose criminal record reduces their employability.
7. Clients participating in organized pre-trial diversion and/or deferred prosecution programs who request employment-related assistance, whether or not employment is a condition of their release.

This listing includes men and women, juveniles and adults, felons and misdemeanants. Figure I.2 shows where in the criminal justice system each of these client groups emerges.

PLANNING PARADIGM

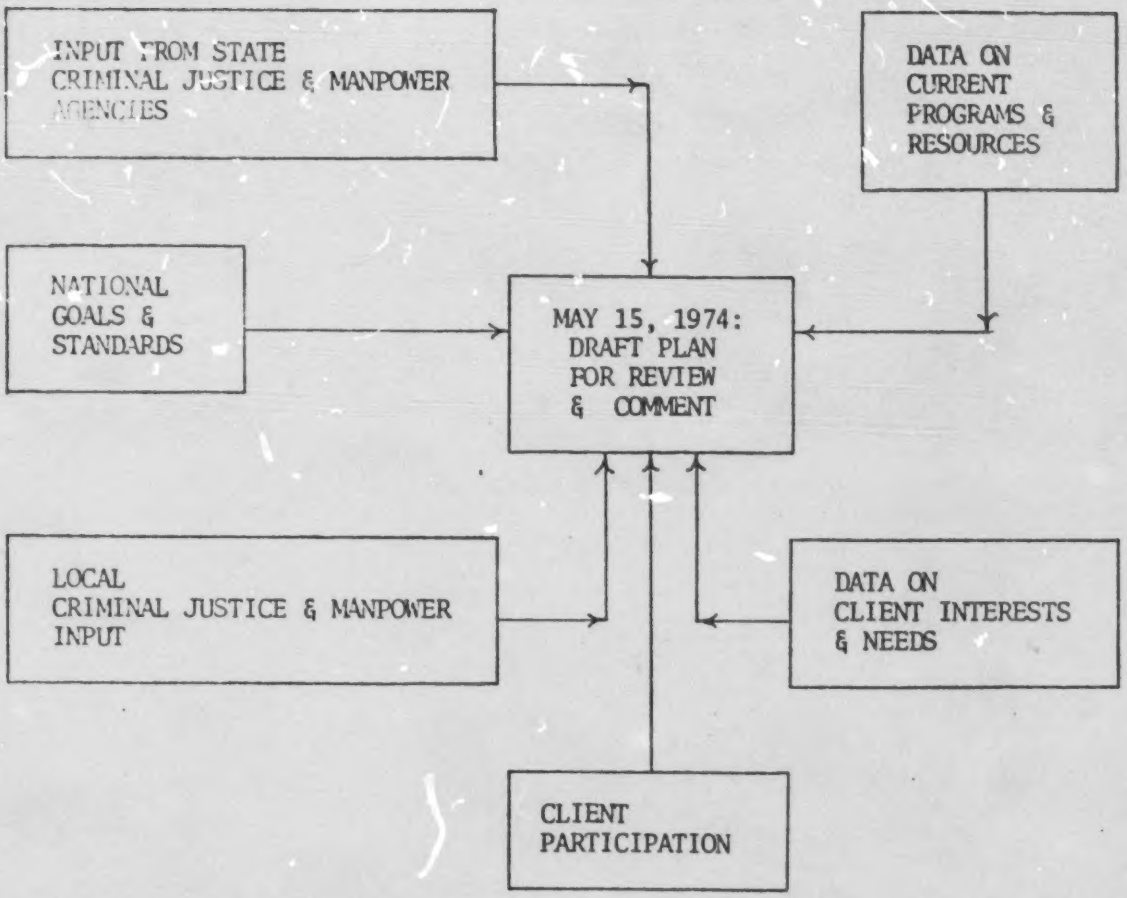

INPUT FROM STATE CRIMINAL JUSTICE & MANPOWER AGENCIES
DATA ON CURRENT PROGRAMS & RESOURCES
NATIONAL GOALS & STANDARDS
MAY 15, 1974: DRAFT PLAN FOR REVIEW & COMMENT
LOCAL CRIMINAL JUSTICE & MANPOWER INPUT
DATA ON CLIENT INTERESTS & NEEDS
CLIENT PARTICIPATION

FIGURE I.1

"Manpower services" includes all of the following services as areas of major emphasis:

1. Career awareness, vocational assessment, and vocational counseling.
2. Pre-vocational (exploratory) training.
3. Academic (remedial, secondary and advanced) education.
4. Vocational training both through classroom and OJT (on-the-job-training) models.
5. Job development and placement services.
6. Job coaching and post-release supportive services.

Areas of secondary emphasis include the following:

1. Development and implementation of manpower management information systems including labor market information (on law offender placements), and other management aids.
2. Family counseling services to facilitate the reintegration of offenders back into their homes.
3. Staff training both for custodial correctional personnel and for vocational instructors, teachers, guidance personnel, and educational administrators.
4. Services to employers to help them integrate offenders into their work force (training stipends, employer seminars, high-support job coaching).
5. The development of trade advisory boards and industrial councils to facilitate skill training and law offender job placement.

An Overview of Our Report

The report of the Law Offender's Planning Task Force has seven chapters.

In this introduction, we discuss the organization of the report and summarize its most critical findings.

The first chapter, entitled "An Effective Manpower System", discusses in detail the issues which are fundamental to a functional, cost-effective criminal justice manpower service system. The purpose of the chapter is not only to create a theoretical foundation on which concrete organizational and

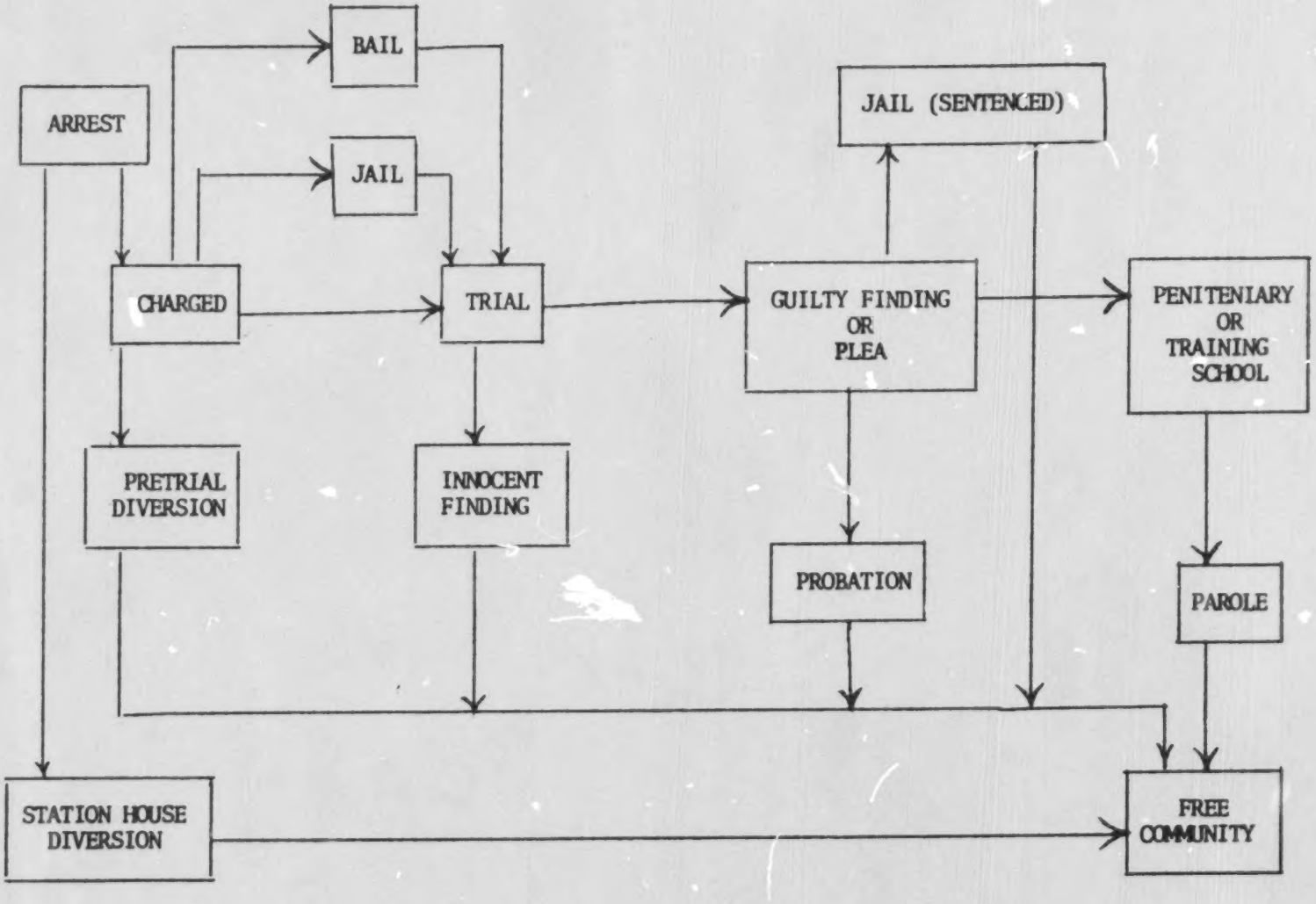


FIGURE I.2

BASIC CRIMINAL JUSTICE SYSTEM FLOW PATTERN

expenditure recommendations can be built, but also to serve as a useful "source book" for educators, instructors, and administrators who have never before dealt with criminal justice clients.

Chapter two, entitled "Service Delivery Issues", discusses logistical, methodological, and staffing problems which are, to a large extent, peculiar to the delivery of manpower services within the organizational and physical constraints of criminal justice agencies and institutions. This chapter, while important as a guide to agency and institutional administrators, also serves to catalogue problems which have historically reduced the effectiveness of manpower services in law enforcement settings--issues which must be resolved if the manpower agencies currently funding the several direct service criminal justice system agencies are to be able to continue the level of expenditure they have invested in past years.

Chapter three, "State Custody Adult Law Offenders", focuses in on the part of the Illinois criminal justice system where services are currently the most sophisticated: adult penitentiaries. Parolees and their needs are also discussed.

Chapter four, "Illinois Juvenile Justice System", discusses both community-based, locally controlled program strategies and the efforts of the two major State departments dealing with adjudicated youths: the Department of Children and Family Services and the Department of Corrections. A serious effort is made to see the needs of these young clients in a holistic fashion although several agencies and levels of government may be involved in achieving solutions to their problems.

Chapter five, "Jail and Court Services", discusses manpower services which should be developed by local prime sponsors in the areas of pretrial diversion, probation, jail services, and county-operated work release.

We believe that these community-based services have long been an underrated, underfunded point of intervention and encourage local prime sponsors to continue to pursue new initiatives in these areas.

Within chapters three, four and five, the following data and discussion is provided for each of the three phases of the criminal justice system discussed:

(a) a description of current services and costs.

(b) an analysis of the weaknesses of existing efforts.

(c) a plan to remedy the problems identified in (b) in the form of a systems design which integrates service elements and recommendations for funding under CETA.

Chapter six, "Methodological Problems in Planning", discusses planning issues and methodological concerns which had an impact on the writing of this report. It recommends a program of action to plan for Fiscal Year (FY) '76 funds and activities.

The final chapter, "Recap and Conclusions", summarizes findings. For readers whose time is limited, a careful reading of this final chapter will be a helpful surrogate for reading the body of the report (although the reader will be forced to accept certain propositions on faith as the documentary evidence supporting our policy thrusts is presented in chapters one through six).

Basic Finding

The most basic findings of our Task Force are two:

1. Because of a fragmented operational and data recovery system, information on the impact of existing services is limited and ambiguous. We cannot definitely assess the impact of the existing services.

2. Even in the absence of hard data on many service types, we are convinced that benefits to date have not been substantial. Poor integration of services and a lack of follow-up after training (placement and job-coaching primarily) have reduced the cost-effectiveness of existing services to an unjustifiably low level.

Candor demands that we indicate that the current service package is a non-system; that administrators have allowed logistical problems to markedly reduce effectiveness and increase costs; and that the current situation must not be allowed to continue unimproved under CETA.

Because this indictment of the current non-system is so widely shared by both funding agencies and direct service agencies, we are optimistic that co-operative action can make this plan a blueprint for a cost-effective future. It will take a great deal of work by many different sorts of people - - teachers, guards, employers, and offenders, to name only a few, but the time has come to take stock of our present situations and proceed to the work at hand.

CHAPTER ONE: AN EFFECTIVE MANPOWER SYSTEM

The purpose of this chapter is to discuss the major issues and policy problems inherent in delivering quality manpower services to law offenders. The issues raised will be related to the "professional" issues of a manpower services system; chapter two will discuss issues which relate to ancillary or supportive systems (such as logistics, administration, etc.).

Needs

Our clients -- some 250,000 in number each year in Illinois -- are, for the most part, young and urban. Many of these law offenders are diverted to probation, some serve time in county jails, a few are committed to the adult correctional centers (penitentiaries), and fewer to the juvenile institutions of the State Department of Corrections each year. Figure 1.1 shows the flow of clients in the Illinois criminal justice system.

Many of the 250,000 persons who become law offenders each year do not need specialized manpower services. Their needs may be relatively fully met by existing or proposed local manpower programming. Some clients do not want services and self-select themselves from the law offender's manpower picture. Not every offender needs a sophisticated package of services; for many job placement alone may be sufficient. See Figure 1.2 for the selection/de-selection process of law offenders into and out of the manpower continuum.

It can be conservatively estimated that at least fifty percent of the following categories of clients need at least some services:

6,000: adults who spend at least thirty days awaiting trial

33,000: adults released each year from jails -- regardless of the length of sentence -- who need job placement and/or job coaching

FLOW OF CLIENTS IN THE ILLINOIS CRIMINAL JUSTICE SYSTEM

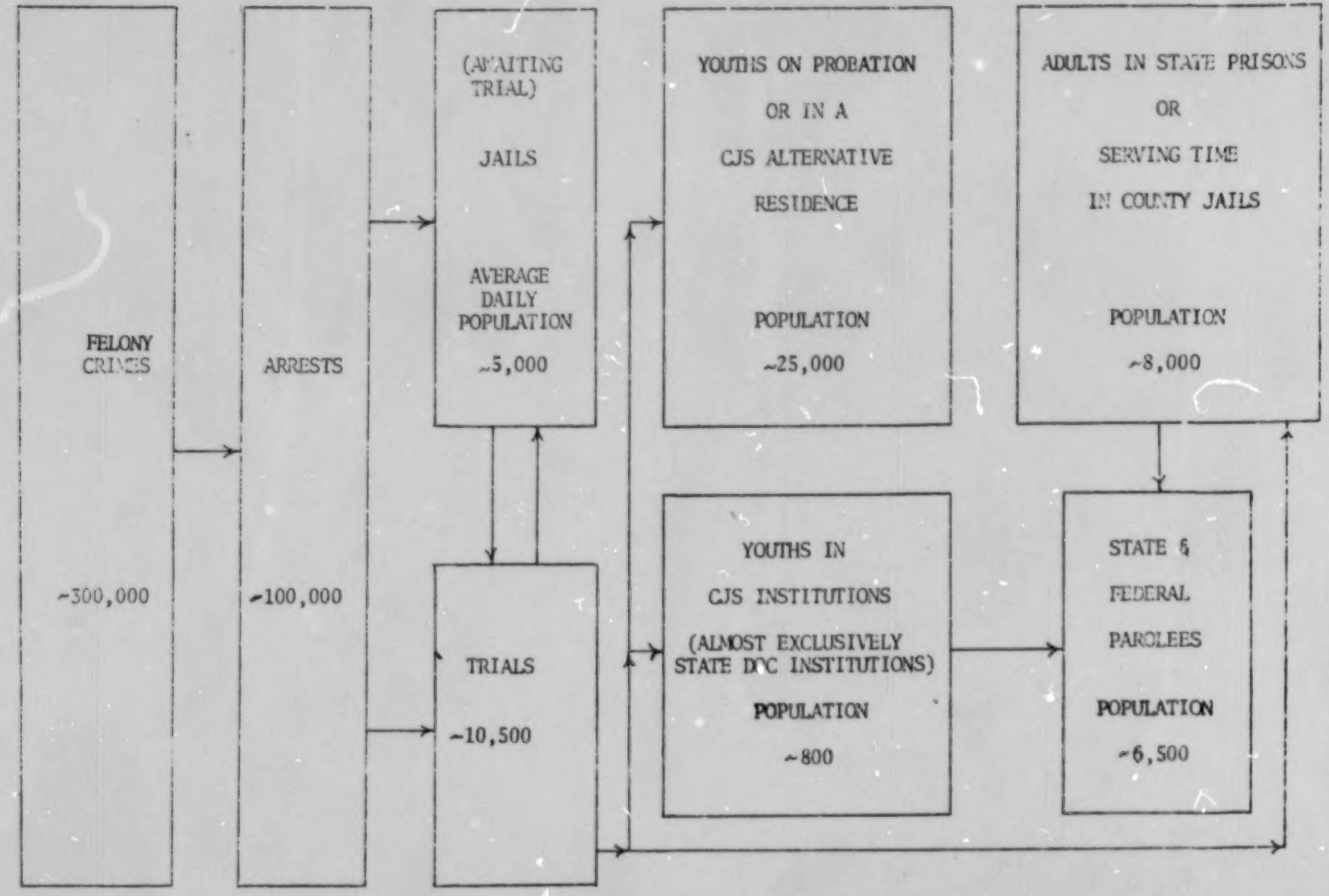


Figure 1.1

SELECTION/DESELECTION PROCESS

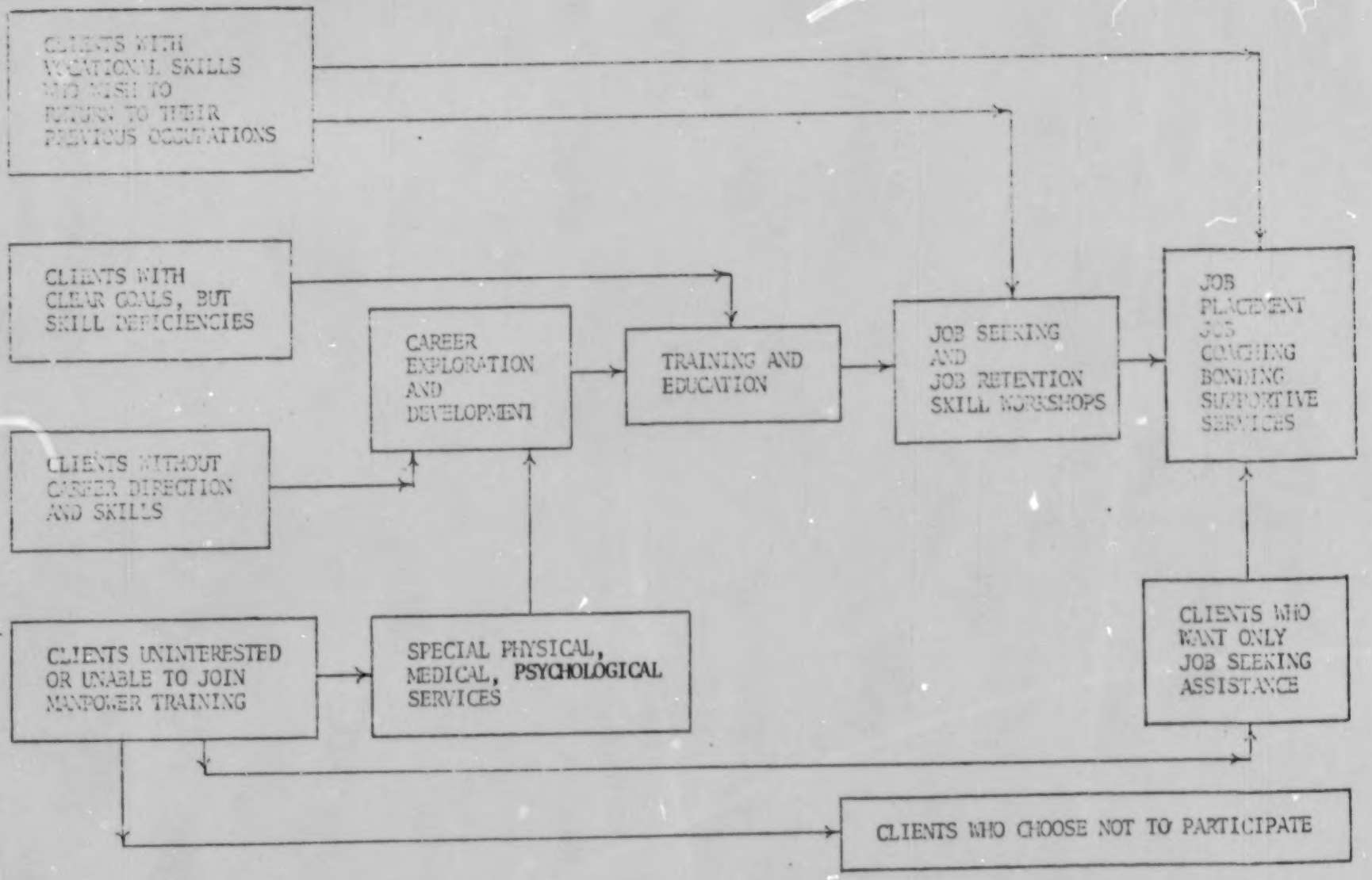

CLIENTS WITH VOCATIONAL SKILLS WHO WISH TO RETURN TO THEIR PREVIOUS OCCUPATIONS
CLIENTS WITH CLEAR GOALS, BUT SKILL DEFICIENCIES
CLIENTS WITHOUT CAREER DIRECTION AND SKILLS
CLIENTS UNINTERESTED OR UNABLE TO JOIN MANPOWER TRAINING
CAREER EXPLORATION AND DEVELOPMENT
SPECIAL PHYSICAL, MEDICAL, PSYCHOLOGICAL SERVICES
TRAINING AND EDUCATION
JOB SEEKING AND JOB RETENTION SKILL WORKSHOPS
JOB PLACEMENT JOB COACHING BONDING SUPPORTIVE SERVICES
CLIENTS WHO WANT ONLY JOB SEEKING ASSISTANCE
CLIENTS WHO CHOOSE NOT TO PARTICIPATE

Figure 1.2

	40,000:	adults serving probation
	6,000:	adults in penitentiaries
	6,500:	adults on federal or state parole
	5,200:	youths classified by courts as "minors in need of supervision" (MINS) or as "minors in need of guidance" (MING)
	1,000:	youths in the custody of state juvenile correctional centers
	3,500:	youths on parole
	45,000:	youths on probation
TOTAL	110,000:	(less than the arithmetic total because some clients may appear in more than one category or in the same category more than onece in a year)

Assuming the total above is reasonably accurate, and assuming that only fifty percent of all offenders want/will participate in manpower services, our total law offender manpower pool contains 55,000 persons. Currently about 7,000 to 8,000 offenders are involved in manpower services.

While data is sketchy and every agency, unit of government, and social service delivery system has its own records system (thus making centralized analysis difficult), we can identify the problems of clients in some general ways:

(1) Roughly, half of all law offenders were unemployed at the time of their arrest; [2]

(2) Few criminal law offenders have vocational plans which are specific enough and informed enough to be useful for career planning purposes;

(3) Law offenders are usually undereducated for an urban/industrial/technological world; many have less than 8th grade reading and mathematical skills; [3]

(4) Less than half of all law offenders grew up in homes where there was consistent exposure to a stable working parent of their sex with whom they could identify and from whom they could acquire interpersonal skills and general information useful for job selection and retention; [4]

(5) Many -- perhaps half -- of all law offenders belong to the demographic group currently experiencing the most acute unemployment: minority, urban youths between the ages of 16 and 26; [5]

(6) Many clients live in areas of decreasing industrial activity without access to suburban industrial opportunities; [6]

(7) Some clients (less than half) have personal problems -- drug or alcohol use in the main -- which exacerbate their other employability problems; [7]

(8) Many offenders do not have close family or personal friends who are in a position to promote or facilitate their employment; in the main, both the offender and his family are economically relatively powerless;

(9) Most offenders do not have the vocational skills required for jobs paying more than $3.00 per hour; as a result, even if employed at the time of their arrest, their incomes were seldom more than $6,300 per year; [8]

(10) Many offenders do not know how to successfully compete in the job market (locate openings, succeed in interviews, retain employment, earn promotions). [9]

Whether the offender's lack of employment success[10] (and lack of hope for improvement) caused his criminal behavior or not is a difficult-to-prove point. It is clear, however, that the costs -- in the offender's eyes -- of jail in terms of earnings and opportunities foregone are lower (far lower) than for the average American.

What is seldom stressed is that, although offenders have the ten employability problems cited above, they have many real assets as well:

(1) Offenders are young and, for the most part, physically healthy;

(2) Offenders, although behind in school, are not of abnormal intelligence and respond to quality remedial education at an excellent rate;

(3) Offenders are -- as best as the fragmentary data allows us to know -- as committed to work as a way of life as are the middle class, full-time workers; [11]

(4) Offenders have high material aspirations which can serve to motivate above average vocational effort.

As a result, there are clear reasons to hope that manpower services -- if delivered as a system, in adequate quantity by qualified staff -- can remedy many of the problems which "caused" (or at least contributed to) the criminal act which resulted in contact with a criminal justice agency.

Costs and Benefits

As most educators have found very much to their dismay, there seem to be no cheap solutions to the employment problems of the hard-to-employ. Offenders are among the most challenging of clients in this general category. As a result, we can expect that a true law offender's manpower system is going to be expensive -- although, as we will discuss below, we think demonstrably worth the cost.

Criminal justice system clients usually have participated in formal, public education and have, in the main, been under-achievers. As a result,

we have little confidence that educational programs similar to those which have already proven inadequate will be of much avail. The prescription: smaller class size, more "hands-on" [12] vocational preparation, unusually intensive audio-visual assisted instruction, intensive counseling, better integration between services (between academic and vocational services in particular), and better follow-through after training (job placement assistance). All of these services cost money. Unlike local public education, correctional systems have no local tax base and few existing (i.e., already amortised) educational capital assests (buildings, shops, materials). As a result, both the ongoing operating costs and the start-up costs are, in the main, higher than is the norm for other clients in other settings. Many taxpayers ask: "Why bother?"

Above and beyond the rather obvious humanitarian reasons why a civilization might want to aid intensely disadvantaged persons, there are striking financial rationales as well. Offenders out of work cost society money!

While only offenders diverted early in their careers at the court/jail/probation level are likely to repay (in increased taxes resulting from enhanced earnings) the costs incurred by government in their vocational rehabilitation many other offenders are cost-effectively rehabilitated as well.

While our knowledge of the role enhanced employment has in reducing crime is sketchy, it appears that job opportunity is the single most potent bulwarke against recidivism that society can erect.

Recidivism is a costly phenomenon. While the costs are highly variable from offender to offender, estimates as to the cost of the average recidivation run between $30,000 and $50,000. Counted here are the following costs:

Property/personal damage	$ 5,000 [13]
Cost of investigation and arrest	$ 3,000
Cost of defense, prosecution, court staff	$ 7,000
Jail (pre-trial) 150 days at $10/day	$ 1,500
Penitentiary costs: 2½ years @ $10,000/yr.	$25,000
Parole supervision	$ 5,000
	$46,500

Costs for persons diverted pre-trial or placed on probation would be lower; costs in cases requiring longer trials and/or longer sentences would be far higher.

Uncounted here are several other noteworthy costs: the value of the goods and services not produced by the offender because of his reincarceration; the cost of maintaining an undetermined number of dependents on public aid during the reincarceration; non-material costs ("pain and suffering") of victims; jurors' time and expenses; and the effects of incarceration of the father on his children (increasing their propensity to become social service -- perhaps criminal justice -- consumers).

To avoid these appalling costs, manpower services for law offenders -- even at an average cost per client of several thousand dollars -- seem a sound investment.

It is, therefore, for both humane and monetary reasons that we argue that manpower services for law offenders are conceptually sound and potentially cost-

effective. The remainder of this chapter will discuss manpower services issues relevant to law offender systems in an effort to highlight the points which must be squarely confronted and resolved if the potential benefits of manpower services for law offenders are to be realized.

Overview

We will first discuss selecting law offender clients into a manpower system. Because manpower services are not a panacea, the indiscriminate involvement of law offenders into programs only serves to dilute program quality and frustrate other motivated students (section 1.1).

After "manpower-oriented" clients have been selected, vocational assessment -- including career awareness/exploration classes -- is relevant; a discussion of this topic appears as section 1.2.

Once an offender has identified a clear career direction, he may require academic and/or vocational services; selected issues relevant to these services are discussed in section 1.3.

Finally, manpower services must result in placement onto a job relevant to the career goals of the offender; placement and job coaching strategies are discussed in section 1.4.

1.1 Selecting Clients

The first step in the delivery of manpower services is the process by which clients are selected into (and out of) the manpower continuum.

Many criminal justice agencies deal with a wide range of clients, only some of whom are ready -- physically and emotionally -- to make use of employability-related services.

We will first discuss the problem of deselecting clients who are not ready to enter a manpower services system (See Figure 1.3). The deselection may be temporary or permanent depending on the needs of the client in question.

The rationale for deselection is that clients who are disinterested in manpower services or psychologically unable to study and work cannot be cost-effective populations to service until their pre-training needs are met.

Specialized services for clients requiring detoxification, psychiatric counseling, drug addiction care, and/or physical therapy must be provided to a minority of the criminal justice population before they begin manpower training. Healthier clients may need these services in addition to and simultaneous with manpower training services.

If we examine components of the criminal justice system in the order in which clients progress through the system, police-station contact is a logical starting point. Considerable police effort is discharged in arresting, detaining, and releasing four groups of clients for whom neither the police nor county jails have suitable social services:

(1) emotionally disturbed persons,

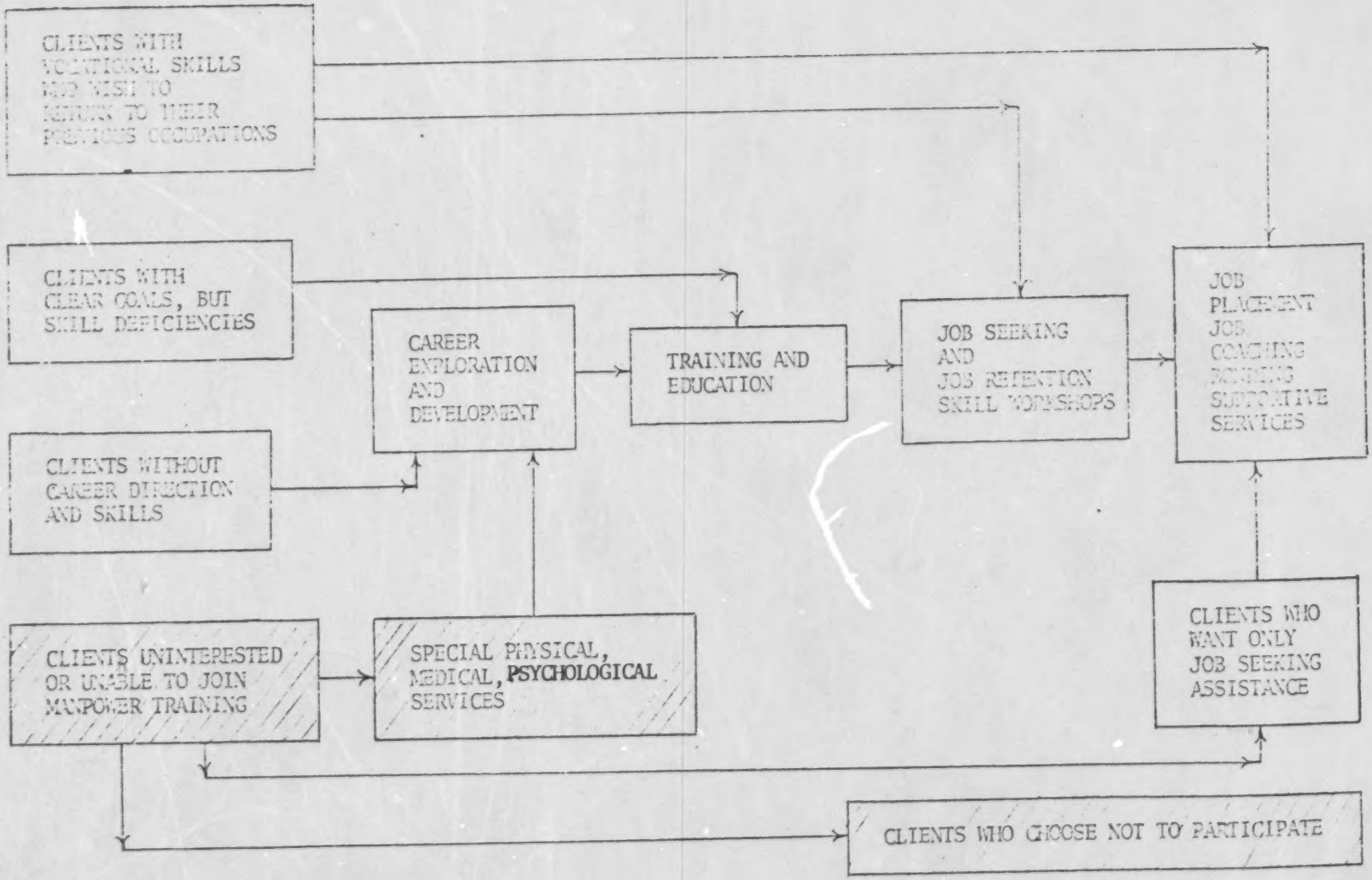
(2) alcoholics,

(3) drug users,

(4) borderline mental retardates.

Of course, initial contact with the criminal justice system may occur because of criminal behavior which may either co-exist with the physiological/psychological problems cited above or the crime may be caused by these problems. In other cases, statutes aimed more at the upkeep of the community's image than at either justice or crime may allow arrest for vagrancy;

BASIC MANPOWER MODEL


CLIENTS WITH VOCATIONAL SKILLS AND WISH TO RETURN TO THEIR PREVIOUS OCCUPATIONS
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SPECIAL PHYSICAL, MEDICAL, PSYCHOLOGICAL SERVICES
TRAINING AND EDUCATION
JOB SEEKING AND JOB RETENTION SKILL WORKSHOPS
JOB PLACEMENT JOB COACHING BONDING SUPPORTIVE SERVICES
CLIENTS WHO WANT ONLY JOB SEEKING ASSISTANCE
CLIENTS WHO CHOOSE NOT TO PARTICIPATE

Figure 1.3

public, indiscrete loss of sobriety; or other behavioral problems. These clients are best diverted to social services outside of the criminal justice system.

Whatever the diversionary action, these four classes of clients are not able to immediately utilize manpower services; they should receive medical and/or therapeutic attention before referral to employment-oriented services. Because most police stations, stationhouse detention cells, and jails do not have co-operative agreements with detoxification centers, mental health zone centers, and other community-based, non-criminal justice service agencies for the care of clients in the four categories cited above, high priority must be placed on the establishment of such co-operative agreements ao that:

(a) Clients who are not a major threat to community safety can receive more appropriate, non-CJS care;

(b) Clients who are well enough to be nearly work-ready can be helped to become work-ready in the minimum possible time;

(c) Clients who are not emotionally disturbed, alcoholics, drug users or borderline mental retardates can be better served without exposure to the frequently distracting behavior which these four types of clients usually manifest;

(d) Personnel in criminal justice agencies - - especially jail personnel - - can be used more cost-effectively to provide services to clients who are more nearly ready to respond.

As we move further along the criminal justice continuum, we find that that the screening problems of prisons, parole offices and probation services are quite different from those of jails and police facilities.

Probation and parole workers must separate their clients into the following three categories:

(a) Those who are work ready to participate in training;

(b) Those who need therapeutic services in addition to or

prior to manpower services;

(c) Those who are not likely to be able to successfully compete in the labor market for whom special programming such as sheltered workshops, public aid, etc. may be required.

Because of large caseloads and other factors, probation and parole officers, who are potentially among the most important of the many people who try to intervene in the lives of offenders, have not been able to develop as many linkages to the Division of Vocational Rehabilitation (DVR), area vocational centers, and NAB chapters as would be useful. Often the employability problems of the offender are not squarely confronted; this three-category screening is not performed; and the poverty/boredom/hopelessness engendered by being out of work is unresolved.

In penitentiaries, a host of new problems are posed. Foremost among these problems is the estimation of a parole date. For offenders who will serve long sentences, vocational training -- and several other types of manpower services - - are sometimes best reserved until parole is relatively close . . . perhaps within four years. Such clients should be selected out of training until they are near parole unless a relevant correctional industry assignment is available through which they can maintain and update their skills.

A second assessment which penitentiaries must make is how they will treat the employment problems of drug users and alcoholics. Because of forced abstinence during incarceration, both problems are latent; nonetheless, many offenders will return to more or less limited drug/alcohol use upon parole; in some cases, the net effect will be to render the client unable to work. This author doubts that institutionally based drug/alcohol programs are, in the main, effective and, as a result, the identification

of potential alcoholics and drug users is useful because it signals the need for special parole and re-integration services. In some cases, the identification of clients with potential problems in these areas may also affect job placement and bonding considerations.

A few general comments on client selection for job placement programs are appropriate. Whether or not there is a formal client selection process may depend on many factors, of which program capacity is the dominant one. If one has enough program capacity to potentially serve the entire inmate population, then only those who are unemployable (e.g., by physical or mental incapacity) would normally be excluded. However, if there is a need to allocate a scarce resource (limited placement capacity), then criteria must be established and intake decisions made accordingly. Certainly one legitimate interest would be the protection of an investment in training and educational programs of an institution - - one could limit client selection to the sub-set of the population who had participated in the institution's training programs.[14] If job placement programs had enough capacity to absorb all those who had participated in the institution's programs, then intake decisions could be made according to estimates of potential employability (in order to help the placement programs be successful). Alternatively, program eligibility could be determined according to the need of an inmate for a job (those who have families, debts, etc.) in order to help those clients who need work the most find employment.

In conclusion, each major criminal justice agency must be able to distinguish clients who can profit from manpower services from those who select themselves out or need other rehabilitative services prior to becoming part of the manpower services system.

1.2 Vocational Assessment

Once "manpower-ready" clients have been selected, vocational assessment - - to direct the client's utilization of manpower resources - - is

the next logical step.

For middle class clients - - of whom there are few in the criminal justice system - - there are many tests and counseling techniques which are thought to be useful in helping clients to choose between manpower program services.

For the disadvantaged - - who constitute the great bulk of clients in the criminal justice system - - testing systems standardized on middle class clients are not useful.

Vocational assessment utilizing most paper-and-pencil tests relies on three factors:

(1) That the client understands himself both in terms of absolute and relative abilities and in terms of personal and career goals;

(2) That the client is knowledgeable about the world-of-work and thus understands the earnings and affective implications of many career clusters;

(3) That the client has a decision-making model which will allow him to select among numerous career areas (and manpower training areas) to maximize his personal and career-related satisfaction and to make realistic choices after knowing what the world-of-work is all about.

None of these factors are present when one deals with most law offenders; as a result, a radically different vocational assessment model[15] must be used; such a model has been developed as part of Illinois Comprehensive Offender Manpower Program (COMP) and utilized in the state penitentiaries.

Emphasis on the Client's Responsibilities

By placing heavy emphasis on the client's taking primary responsibility for the design and implementation of a career plan, clients

gain important control over their own lives. Many criminal justice models take the stance that there are "more-knowing others" who can advise, counsel, direct and supervise the offender more effectively than a trained offender can advise, counsel and direct himself. We feel that this paternalistic model of law offender behavior is not only incorrect but, even if correct, impractical. The fact of the matter is that there are insufficient follow-up personnel within the parole division to provide advice, counsel, direction and supervision to offenders in any meaningful capacity, and even fewer "helpers" per capita are available elsewhere in the criminal justice system. As a result, we must rely on the offender to direct himself and to make decisions which affect his own life.

Training, Not Treatment[16]

Many vocation counseling programs are largely therapeutic programs. Through a variety of techniques, the client is asked to explore himself and his past in his relationship to variables such as authority, self-determination, and self-actualization. The career development model we advocate assumes that the ability to make and implement sensible career choices is, in fact, a learned skill and an ex-offender's past behavior is not a function of any psychological or personal disability, but rather environmental impoverishment which has kept offenders from acquiring skills which are learned by middle class clients in family and employment-related settings. See Figure 1.4 for where these clients fall in the basic manpower model for offenders.

Career exploration revolves around the offender's taking responsibility for identifying his information and skill needs relative to the job area of his choice in the community to which he expects to return - - and learning the interpersonal skills required.

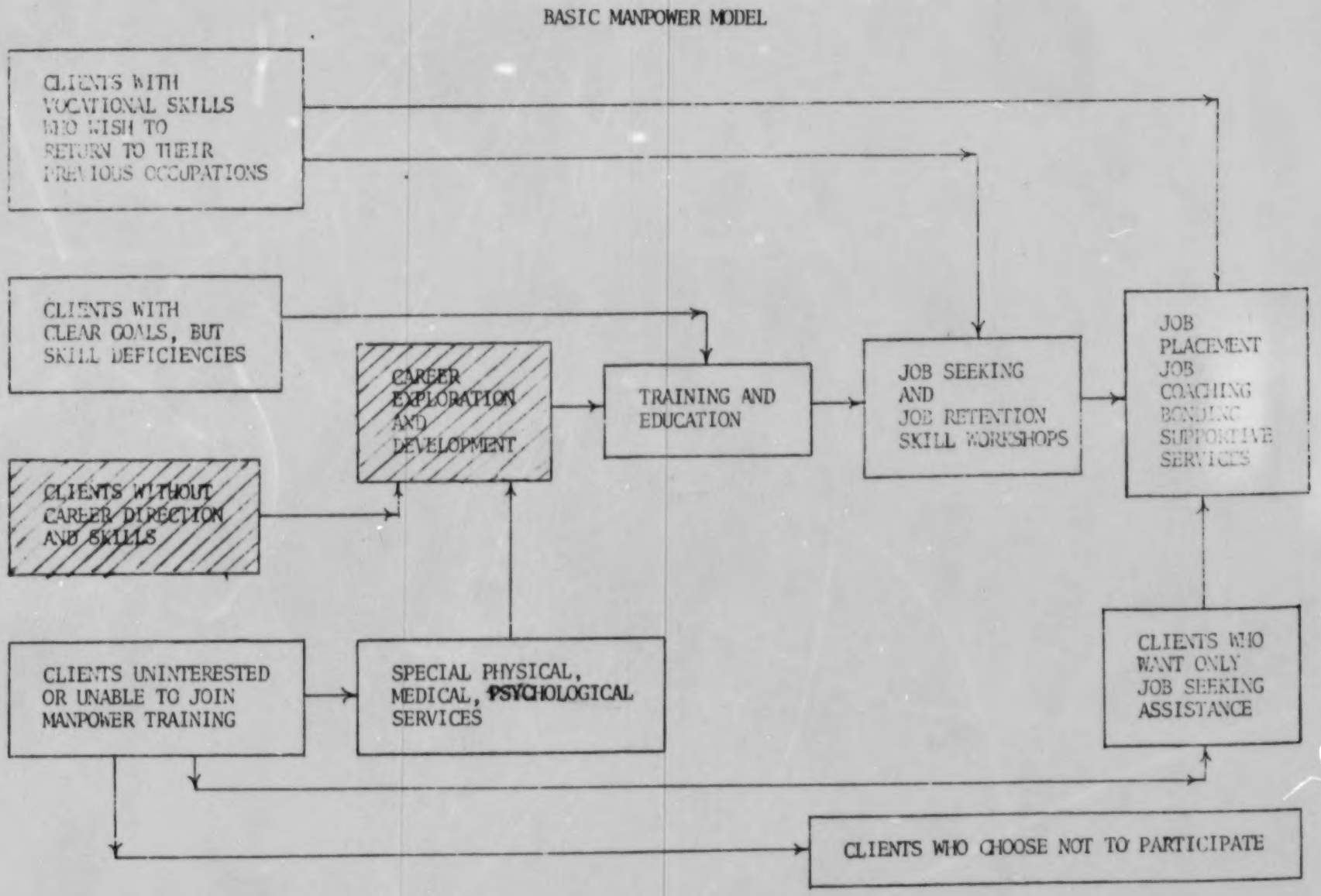
BASIC MANPOWER MODEL
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Figure 1.4

Information from secondary sources such as books, pamphlets, journals and trade magazines as well as contact with instructors and tradesmen in the industry in which the offender has an interest, provide the offender with reference points for identifying his own training needs.

A discussion of the Department of Corrections' vocational counseling model is helpful to illustrate one career development process; other criminal justice agencies may want to experiment with other models.

The first stage in this model of career exploration is the enumeration by the offender of specific tasks he performs during an average day in the penitentiary. These include such basic human events as dining, shaving, etc. As a result of these basic tasks, the offender then enumerates trades in the free community which are relevant to these service areas (food preparation, barbering, etc.). The offender next groups the trades which he has enumerated into two categories. The first category is "people jobs" which are jobs primarily concerned with the interaction between the worker and his fellow workers or between the worker and clients (interpersonal jobs). Illustrative examples of "people-jobs" are salesman, coach, and therapist. A second category of jobs is "thing-jobs". In a "thing job", offenders expect to primarily manipulate objects, equipment, tools and measuring instruments and expect to have little interpersonal contact and relatively little interaction with their fellow workers. Examples of "thing-jobs" would be assemblers, equipment trouble shooters, and night-shift maintenance men. Within each of these two categories of work ("people-jobs" and "thing-jobs"), there are four cells of activities into which the offender can further refine his classification of professions. While different vocational/career schools divide work into different categories, the basic principle of dividing jobs into activity preference areas is widely used by a number of vocational taxonomy systems.

Within each of the eight categories (four "people" categories, four "thing" categories), there are five levels of educational achievement which, in turn, correlate roughly with the skill requirements of the job in the labor market. The offender, as a result, has forty cells of career areas into which he can categorize the jobs with which he has had contact and in which he has interest. The offender then selects one column which is his preferred interest area on the basis of a preliminary exploration of his own job history, of his interests (both vocational and avocational), and of the labor market in his home community. In addition, he identifies the level of educational achievement that he feels it is most probable he will have at the termination of his penitentiary sentence. At the point where this educational level and his interest column coincide, a cell of jobs has been identified for more indepth investigation.

Vocational Counseling Program at
Vienna Correctional Center

Within this cell, however, there are many job titles. For example, within the area of outdoor work at the high-school diploma level, there would be numerous construction jobs, outdoor equipment repair jobs, etc., each of which would have advantages and disadvantages for an individual ex-offender. Also, each of these jobs might have unique bars to ex-offender employment in the form of (in some cases) union or employer resistance to ex-offender hiring and/or excessive requirements for previous work experience or employee-owned tools.

As a result, the offender must now differentiate between jobs in the same career cell by identifying specific physical, emotional and intellectual rewards that he hopes employment will provide. Once these goals have been identified and given weights, the several professions within the career cell can be ranked as to their probable ability to satisfy these career goals. On the basis of this systematic and multi-level analysis, the offender can move from relative ignorance about the world-of-work to the selection of a particular career cell and, within the career cell, the selection of a paticular job title which will serve as a goal for his career development program.

Offenders are constantly encouraged to view career decisions as experimental approximations of their personal goals. As an offender becomes more knowledgeable, he can at any time re-think this evaluation and selection process and change his mind about his career direction. Such decisions, however, will be relatively informed decisions, based on a sequence of fairly rational determinations, rather than caprice or loss of interest - - the major causes of most people's career choices.[17]

Once the offender has identified the job he wants and his reasons for

wanting it, he now must take the perspective of his prospective employer and identify the vocational and personal assets that he offers a company which employs workers with his skills. By taking the employer's perspective and enumerating the qualities he would look for in an applicant (and after that list has been tested for reality both in group and individual counseling sessions) the offender then rates his current abilities against this "shopping list". On the basis of the differentials between the qualities that the employer expects an applicant to have and his current employability assets, he sets forth a career plan so that, at the end of his incarceration, he will have as many required characteristics as possible. By enumerating differentials between his desired and actual skills, the offender can make informed and sensible choices about his utilization of institutional academic and vocational resources.

It is extremely important that these choices not be determined by the availability of resources within an institution in which the offender finds himself or by the criminal justice agency to which he is currently relating. This manpower plan includes a relatively great variety of service options (such as voucher systems, education, training, etc.) so that programming can be tailored to meet individual needs. However, without a systematic career development program, inmate choices are generally not informed and have historically led to a poor utilization of manpower resources.

As the offender approaches release, the focus shifts from training related characteristics to exercises concerning job-seeking and job-retention skills -- skills which are equally important for his long-run success. Again, both group and individual counseling (but particularly group counseling) are utilized so that the offender can role-play job

interviews and learn to handle various aspects of his employment and criminal history to the best advantage in work situations.

Career development classes on the model proposed above offer agencies an opportunity to reach clients for whom more traditional middle-class standardized techniques have proven inapplicable. Although more traditional client/counselor exchanges and tests are relevant for some clients, especially those with unusual backgrounds or special problems, the group-based model discussed above offer a low-cost-per-client career exploration resource for law offenders of every age, of both sexes, at any of the several points in the criminal justice system.[18]

1.3 The Delivery of Education and Training

Once offenders have identified career goals, it becomes necessary to develop and implement a delivery system to transmit information and skills relevant to this career plan to law offenders (Figure 1.5). A short overview of four basic thrusts in American education which shape our thinking about a law offender's manpower system is in order as an introduction.

Introduction

The development of human resources has been a major focus of American social policies since the beginning of the Republic. No nation has placed so much emphasis on and hope in training and education as has the American democratic experiment. This emphasis remains present even today. Education is expected to resolve a wider variety of social ills and dysfunctions in American than in any other Western society; Western society in the aggregate, in turn, expects more of education than does any other major cultural group. We find that this emphasis on education and training carries

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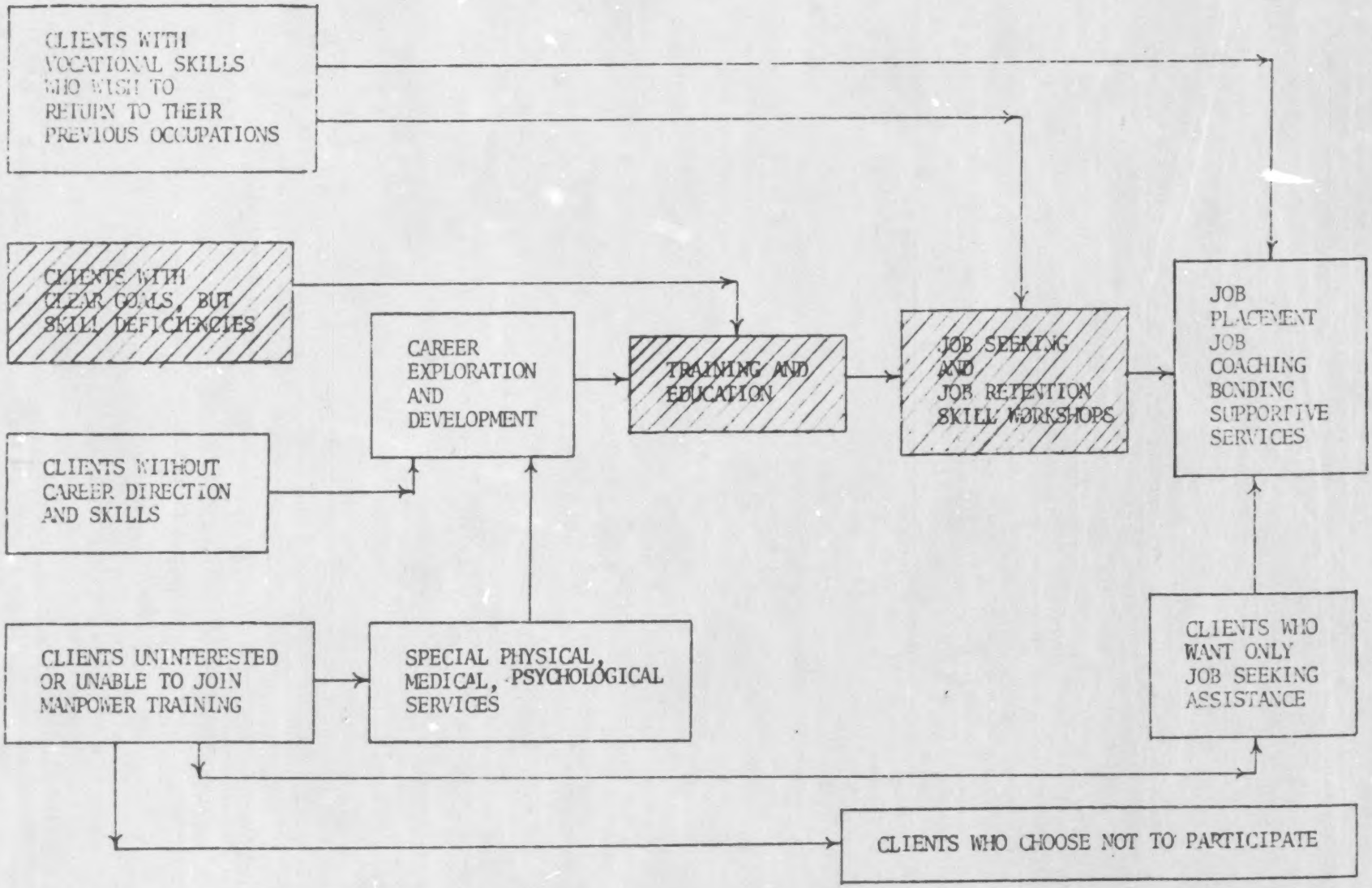
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Figure 1.5

over into the area of manpower services for law offenders.

A major emphasis on manpower services for law offenders is a fairly recent phenomenon in American correctional history. While there has been a substantial rhetoric associated with education and training in prisons, it is only within the last decade that any substantial number of offenders have been able to participate in activities which could be described as meaningfully related to their post-release employability. Although offenders participated in many kinds of work activities (mostly of the license-plate-making variety)[19] for many years, American corrections is only recently attempting to deliver educational and training services to offenders on a sufficient scale and of a sufficient variety to be properly called responsive to the needs of the client and the labor market. Along with the emphasis on manpower services within correctional institutions, other manpower programs have developed at other junctures of the criminal justice system -- but in even more reduced numbers.

This recent emphasis on manpower services for law offenders comes during a period where many other types of disadvantaged clients have also received manpower services in quantity for the first time. As a result, American society is seeing experimentation with training and education on a scale that it has never before witnessed. As would be expected, some of these experiments in training and education are not providing adequately cost-effective; hopefully, we are, as a society, learning as much from our failures as from our successes.

Nonetheless, within the last five years, a substantial literature on manpower services for law offenders has started to emerge in scholarly journals and governmental reports. While we know far more than we did only

a few years ago about the dynamics of training, job placement, and supportive services, this entire field must still be considered in its infancy. Particularly the methodological problems in evaluating training when delivered for the types of clients who are typically found within the criminal justice system have not yet been resolved to a point where evaluations are, in the main, meaningful, fair to the several parties concerned, and efficiently conducted. Because of limitations of time, and because of a certain degree of ambiguity in the manpower literature, this report should be considered a working paper to be revised in light of criticism and operational experience.

Notwithstanding these problems, there are four clear trends[20] which emerg These four trends are discussed so that the philosophical underpinnings of specific programmatic solutions proposed in later chapters are clear to the reader.

The first emerging trend in education and training that we feel is significant to focus on is the emphasis on career education which is becoming not only a theme for training services for the disadvantaged, but also an important concept for middle-class public education. Career education provides a vocational exploration experience which will assist the student in establishing his vocational goals and thus organize his educational experiences. This general trend in the delivery of educational services has already, to some extent, been implemented by the Illinois Department of Corrections in institutional settings by the successful actualization of a Vocational Counseling Program at each of the major adult correctional institutions. The important theme that is emphasized by both the Vocational Counseling Program and by career education in general is that the client must identify specific life goals in order for education and training to have a

coherency and meaning. The time when instructional services are presented to students without any rationale for their ultimate efficacy in the student's life is, to some extent, drawing to a close. As a result, an important chapter in American history is ending and a new one is beginning where the services that the instructional institutions offer must be perceived by the client as personally meaningful and realistically related to his career expectations. This rather down-to-earth and client-oriented focus is a welcome turn in education for most educators . . . and for clients!

A second important theme is the enhancement of client responsibility by many types of educational structures. For most of American educational history, schools took on themselves substantial moral authority for developing educational and vocational programs and resources out of their "perspective of greater wisdom". Increasingly, educational authorities feel that they cannot discharge such a function sensibly when the vocational and avocational interests of their client population are so diverse, when there are major social cleavages between the deliverers of instructional and academic resources and their clients. Rather, it is not only more humane and more philosophically pleasing, but also a great deal more practical that the client take primary responsibility for setting goals within his own life and that the society-at-large take relatively less responsibility for dictating choices. Again, the client-oriented focus is evidenced to a greater and greater extent in other areas of the criminal justice system as it is in programs for many types of disadvantaged clients. Some criminal justice system authorities are actively exploring the notion of a contractual relationship between institutional authorities and the individual offender.

Such contractual relationships [21] would hold the criminal justice system accountable for the delivery of certain services which the client and the criminal justice system have jointly negotiated as being relevant to the client's reintegration plan. This sharing of responsibility rather than an authoritarian posture complements the emphasis on career education; both grow out of a similar philosophical commitment to share responsibility and focus on basic services.

A third theme which is emerging in education is the theme of systems planning. Systems planning claims that individual services such as academic education or vocational training cannot be planned in the absence of a notion of a macroscopic manpower system. The realization that all education and training are a part of a larger ecology of job-seeking and job-retention and that individual educational institutions are accountable to that entire system as well as themselves has spurred the development of the systems models for educational programming. As a result, each of the models presented in the law offender's manpower program will be a functional part of a systems model following the client from his entry into the criminal justice system through to his successful placement in community-based education or in the world-of-work. Rather than deal in an intellectually separate fashion with issues such as vocational training, vocational counseling, and academic education, each of these services will be discussed in terms of the relationship of that specific service to the entire manpower system of which the offender is a part.

A final theme which emerges from the educational literature is a renewed commitment to the involvement of the private sector -- both employers and labor leaders -- in the development and implementation of training. A training bureaucracy divorced from the realities of the world-of-work has developed

since World War II, and that bureaucracy is increasingly attempting to strengthen its ties with the people who will ultimately "buy the product" -- employers.

Private industry and organized labor can provide a large variety of services to a law offender's manpower system. Some of the most important

The Automotive Trade Council meets
at Pontiac Correctional Center

will be discussed explicitly at various points in this report; however, just as an introduction it is important to note that the private sector can be especially helpful by:

1. Identifying critical tasks around which a curriculum can be developed.

2. Setting up performance standards which can be used as functional graduation criteria.

3. Improving the quality control of instruction by providing systematic feedback to training resources on the degree to which the clients they have trained are able to successfully function on the job.

4. Providing insight into trends in hiring and promotional practices which may not be apparent through more traditional methods of labor market analysis.

5. Facilitating placement and job retention to an extent that no other part of the economy can.

6. Providing both contractual and OJT-model training.

7. Assisting in overcoming traditional barriers to employment of law offenders.

There are additional roles in specific trades which private industry and organized labor can also be unusually helpful. Not all of the avenues for the utilization of private sector expertise have been discussed and, indeed, this is an emerging area of manpower literature in which there are probably a multitude of roles which have not yet been discovered. Nonetheless, it remains clear that a significant trend is developing which emphasizes the involvement of the private sector in the delivery of manpower services for many types of clients and this trend is equally essential to the success of services for law offenders.

With these four basic trends in mind, we can now start to discuss some specific areas of manpower technology which were points of special interest in the planning of this law offender's manpower delivery system.

Curriculum Design [22]

No training program can successfully prepare clients for work if it is not composed of elements which develop in the student the qualities (skills, values, vocabulary, habits) which employers look for in making hiring, retention, and promotional decisions. While curriculum design is a major "problem area" in almost all school settings, it is especially critical that programs for the hard-to-place (a group which most certainly includes offenders) develop curricula which has four qualities:

1. The curriculum must be based on tasks (job-related and interpersonal) which occur with frequency in employment settings.

2. The curriculum must deliver instructional units through media of instruction which are responsive to the clients' "learning styles" - - using varying "mixes" of audio-visual, programmed, self-paced, classroom, seminar, hands-on, and peer-instruction techniques as are appropriate.[23]

3. The curriculum must smoothly interface academic instruction with vocational training.

4. The curriculum must smoothly interface services delivered at varying points in time - - such as institutional (pre-release) services with parole (post-release) services.

Let us discuss each of those curriculum problems in detail.

Curriculum Content and Student Learning Styles

Curriculum content, we believe, is best developed by task analysis and the involvement of employers and labor leaders. The involvement of employers not only aids in the analysis of job tasks; in addition, it improves the credibility of training and develops interpersonal contacts which are useful for job placement and post-training feedback.

Criminal justice agencies have proven reluctant to involve private sector organizations in the past, but recent trends indicate that this orientation is changing. The Division of Vocational and Technical Education (through its periodic vocational analyses of each correctional institution), the Department of Corrections (through its Vocational Counseling Program), and the Illinois COMP Program (through its Systematic Automotive Education Planning Project) have each taken important steps in this direction.

While Illinois offers offenders a variety of vocational programs, these programs and the curricula associated with providing training and education have not, in the main, been developed in a systematic fashion. Not only the cost-effectiveness of existing services, but also the credibility of services which are well delivered has been undermined by a less-than-optimal attention to the problems of curriculum design and development. While this criticism of the level of professionalism of curriculum design could be leveled against many types of services throughout the State's manpower system, the shortcomings at other points in the State's manpower services delivery system do not cogently argue for the continued neglect of this area for law offenders.

As a result, we are proposing a general model for curriculum design we feel may be useful for many types of disadvantaged persons, but which we feel committed to as a model for law offenders wherever class size, capital investment and duration of training warrant a relatively sophisticated approach to the design of curriculum.

The curriculum development design that we are proposing appears as figure 1.6. Basically, the paradigm revolves around the following steps.

The first step in developing a curriculum is to assess interest areas within the population of clients to be serviced.

Once a high-interest trade with strong present and future labor market demand has been selected, it becomes necessary to develop a labor-industry task force which will enumerate the key tasks for adequate performance of the job title in question. Once these tasks have been enumerated, and there is reasonable evidence that the task list is close

CURRICULUM DESIGN PARADIGM

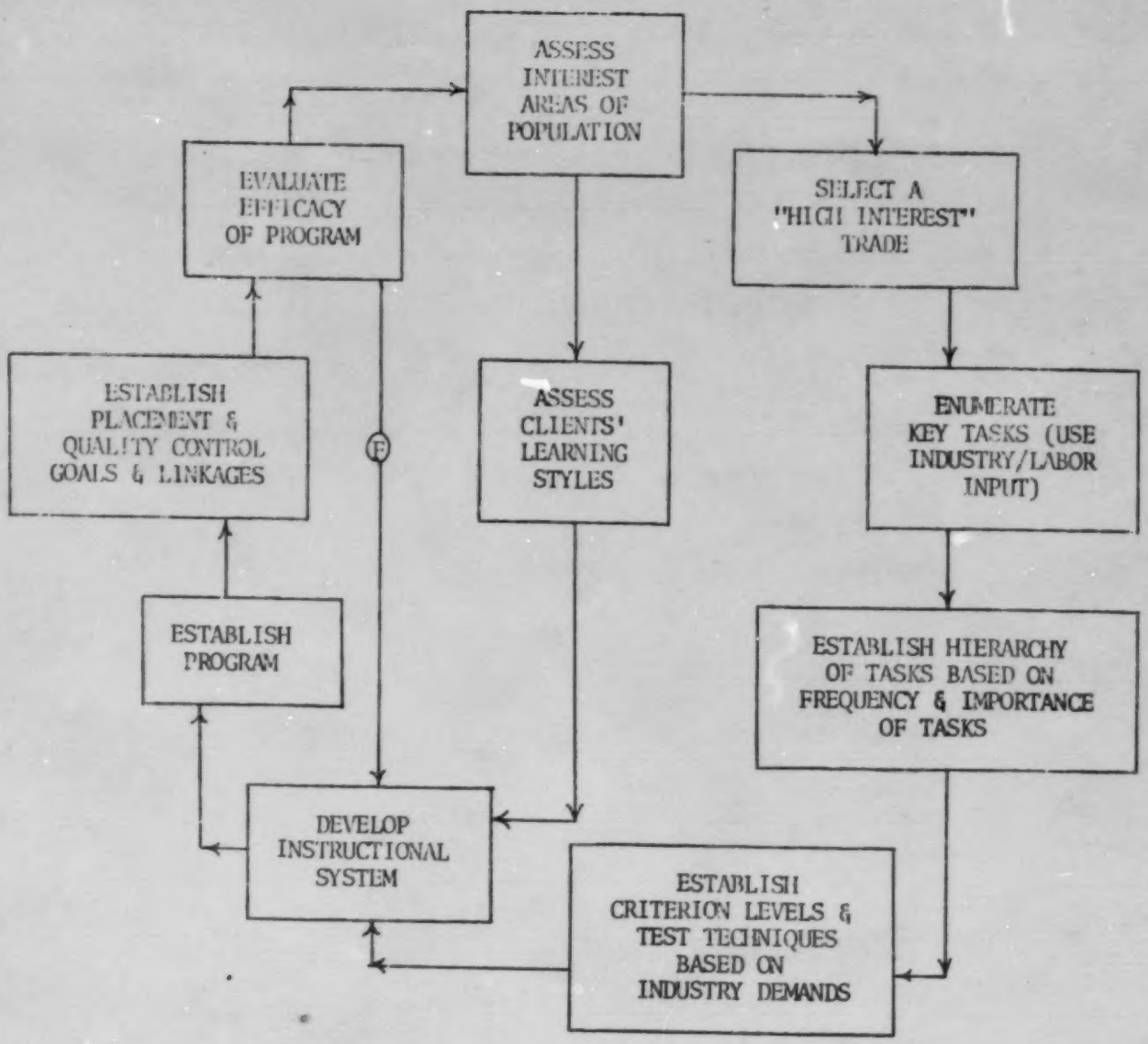

ASSESS INTEREST AREAS OF POPULATION
EVALUATE EFFICACY OF PROGRAM
SELECT A "HIGH INTEREST" TRADE
ESTABLISH PLACEMENT & QUALITY CONTROL GOALS & LINKAGES
ASSESS CLIENTS' LEARNING STYLES
ENUMERATE KEY TASKS (USE INDUSTRY/LABOR INPUT)
ESTABLISH PROGRAM
ESTABLISH HIERARCHY OF TASKS BASED ON FREQUENCY & IMPORTANCE OF TASKS
DEVELOP INSTRUCTIONAL SYSTEM
ESTABLISH CRITERION LEVELS & TEST TECHNIQUES BASED ON INDUSTRY DEMANDS

FIGURE 1.6

to exhaustive, each task should be rated as to its frequency and importance so that the most critical tasks can be highlighted in the curriculum.

For each of the critical tasks (tasks of considerable importance and/or high frequency), it will be necessary to establish - - again using inputs from labor and industry - - criterion levels of performance and test techniques which are based on industry standards and which will allow the curriculum to test for performance competency in a way which will correlate highly with on-the-job demands.

Simultaneous with the development of a task inventory, an analysis of client learning styles and learning disabilities must be performed. By identifying teaching techniques which will be most responsive to the client's unique abilities and learning disadvantages, it will be possible to develop an instructional system which will allow clients to achieve the criterion levels of performance in a minimum of time and/or at minimum cost. On the basis of this analysis of client learning styles and on the criterion levels and test techniques identified by industry and labor, an instructional and testing system can be developed which is responsive to the unique needs of any given client population.

At this point, it is necessary to actually establish a program in order to test the viability of the curriculum development to this point. This is not to say that the curriculum is definitely established, but rather to simply say that all of the work which can be done without field testing the materials, instructional techniques, and tests has been accomplished.

Since the ultimate payoff of any training program is in terms of job placement, job placement linkages and quality control goals must be estab-

lished for the program. Employers who have participated in the design of training may now be called upon to act as "quality control supervisors" to give feedback to the instructional delivery system on the quality of clients graduated from law offender manpower programming. In addition, the motivational problems of offenders are reduced by their knowledge that a systematic linkage to placement has been established so that their performance in the classroom is not an empty effort, but rather a half-way step to full employment.

After the normal start-up problems of any new program have been addressed, and the program is operating to some extent on a "production" basis, it is necessary to then evaluate the efficacy of the program in terms of its delivery to industry of a client who fully meets the prevailing standard of performance for each of the key job tasks. On the basis of this assessment, new perspectives on program implementation and behavioral, on-the-job problems can be used in shaping the future analysis of client interests and in revising the instructional program. [24]

The Relationship Between Academic and Vocational Education

A great deal has been written about the relationship and interface between academic and vocational instruction. While not trying to integrate this large body of scholarly literature, some general themes do emerge.

First, task analysis techniques are just as useful for establishing academic goals as for vocatienal goal-setting.

Secondly, whether academic studies are pursued simultaneous with or as precursors to vocational training, the academic portion of the instruct-

ional package will be more successful if its relationship to on-the-job demands is clear.

Finally, the quality of the instructor -- his interpersonal skills, belief in his client, etc. -- will account for differential results more frequently than any other factor, including curriculum organization. There is no substitute for good instruction; a dedicated and skillful teacher in a one-room schoolhouse can still outperform a whiz-bang, multi-media teacher whose interest in education revolves around its 170-day working year.

In adult criminal justice institutions, academic (remedial and secondary) instruction usually precedes vocational training as logistical problems connected with offender movements make simultaneous, split-day instruction difficult.[25] In juvenile institutions, academic and vocational instruction are usually temporarily intermeshed by the use of a period system not unlike that of civilian high schools. In both, these two services are not coordinated in a career oriented plan for the individual client.

Mode of Administration

The administration of a training program may, in some cases, be as important as program content. Four modes of program administration have evolved in Illinois:

(1) Contracts with industry or labor to perform training,

(2) Contracts with local educational resources -- especially community colleges -- to provide services using a prison as a separate attendance center,

(3) Voucher-type systems combined with study-release status, and

(4) Hiring instructional personnel.

Of these four techniques, the fourth has considerable disadvantages (low credibility, poor quality, control, etc.) while each of the other has compelling advantages in certain situations. It should be noted that the supportive attitude of the Illinois Community College Board towards correctional education is fast making this contractual method the most commonly used technique for rapidly upgrading the quality and supply of institutional, instructional resources.

The contractual technique when used with community colleges has the following advantages:

(1) Credentials are not prison-linked,

(2) Credentials are academically recognized,

(3) Curriculum and instruction have quality controls through the Community College Board and

(4) Faculty recruitment is easier and working conditions more prestigious than correctional employment.

Contracts with industry offer the following advantages:

(1) Clear linkages to employment,

(2) High acceptability of credentials to employers and

(3) Highly up-to-date instructional content.

Voucher systems have advantages too:

(1) More flexibility in programming and diversity in offerings,

(2) More "freedom of choice" for the student as to which of several vendors will deliver a specific service and

(3) Effective utilization of existing, credible resources.

Voucher systems have difficult administrative, cost control, and logistical problems, however.

The Correctional Manpower Service Unit hopes to continue to evaluate these varying modes of delivery during FY 1975.

Continuity Over Time

Most criminal justice agencies experience their greatest organizational problems in linking services offered in institutional settings (jails, training school, prisons) with services offered during supervised community placement (probation, parole).

Undoubtedly, part of the problem is organizational; most correctional systems have divided administrative responsibility within their departments into "institutional services" and "field services". Whenever clients flow from one part of a bureaucracy to another, some continuity is lost in the process; this general principle of government is no less true in criminal justice than in other fields (such as health care).

The payoff for manpower services is placement and job retention after release (the domain of field services), even though the investment is made during institutionalization (education, training). This classic social service delivery problem is of unusually great moment for offender manpower planners. Three models have emerged which are hopeful experimental steps towards bridging the transition between the two administrative structures.

The Vocational Counseling Program operative in the adult penitentiaries of the Illinois State Department of Corrections utilizes a job development/placement/coaching arm in the Chicago community. Contractual relationships between Operation DARE (job placement) and the Vocational Counseling Program plus ad hoc agreements between the two direct service agencies has facilitated a smooth interface between the projects. Staff rotation between projects,

regular administrative meetings, a shared information system, and other efforts further integrate services.

In the juvenile institutions of the Illinois State Department of Corrections, a counseling continuum model is being used experimentally. Within this model the "bridge" between the institutionally offered services and post-release services is human rather than programmatic, i.e., the same worker handles casework duties for a given client both during and after his/her institutionalization.

In both the juvenile and adult divisions of the State Department of Corrections, field services have "extended into" institutional service areas.

In the Adult Division, the Pre-Release Program (administratively part of parole) offers services to offenders just prior to their release. In the Juvenile Division, the regional field service model achieves an important first step towards community-based corrections by linking parole and institutional services throughout the youth's contact with the corrections process.

With the exception of the vocational counseling model, these linkages to the community have not been aimed at manpower services, but rather at the more general issue of offender reintegration. As a result, few correctional programs take into account the role community colleges, area vocational centers, and other community-based resources might play in programming. The Illinois State Employment Service, bonding resources, NAB groups, the Division of Vocational Rehabilitation (DVR) and others also appear underutilized.

This discussion of the relationship between institutionally offered services and community-based (alternative or post-release) services leads naturally into the final section of this chapter: job development/placement/coaching strategies.

1.4 Job Placement: The Payoff

Manpower services make sense only to the extent that they ultimately result in an offender's obtaining and maintaining employment in the free community. [26] Figure 1.7 shows where job placement and job seeking assistance fits into our basic manpower model. The placement of an offender is the pay-off after a long string of other services which may include, but should not be limited to, vocational counseling, career awareness, vocational training, basic remedial education, and world-of-work orientation.

Once a program has decided who is eligible, for a job placement program (see page 7) and why they're eligible, the issue becomes which job placement strategy one employs. There are a number of strategies, and they can be catalogued in many different ways, but for this discussion let us presume a given strategy is either client-oriented or employer-oriented. The distinguishing feature of the orientation is: a client-centered approach takes the client's vocational objective as the given and attempts to find the appropriate placement; the employer or job-centered approach takes the existing employment openings and labor market trends as given and subordinates the client to the opening. Obviously, there are elements of both in each -- a client-centered approach would fail if it did not recognize labor market realities and an employer or job-centered approach requires employees who are at least minimally suited for and interested in the work.

A client-centered strategy requires a number of factors to be present. First, the client must be able to identify his vocational objective(s). To do this requires vocational assessment as discussed in Section 1.2 (page 11)above.

BASIC MANPOWER MODEL

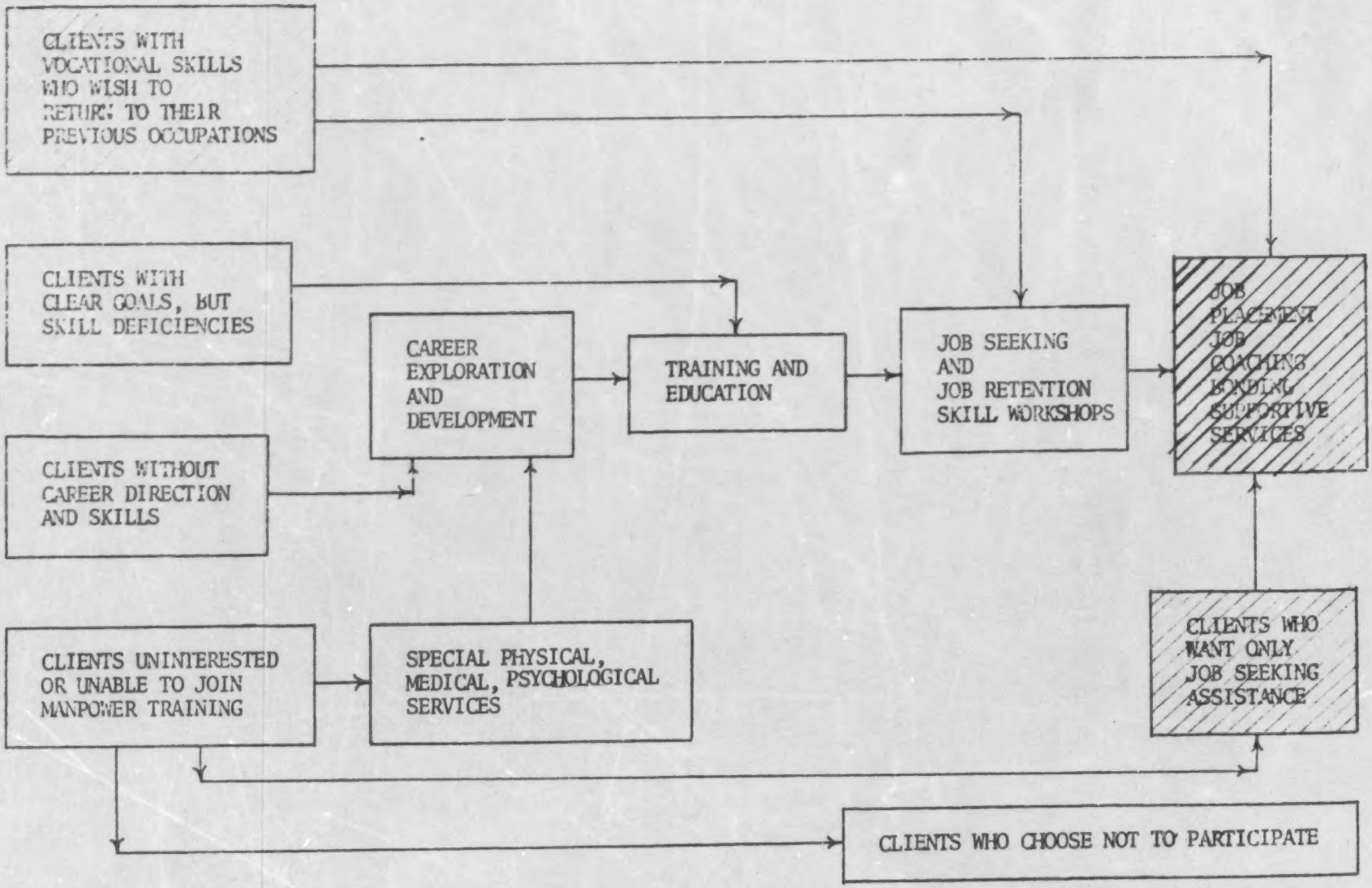

CLIENTS WITH VOCATIONAL SKILLS WHO WISH TO RETURN TO THEIR PREVIOUS OCCUPATIONS
CLIENTS WITH CLEAR GOALS, BUT SKILL DEFICIENCIES
CLIENTS WITHOUT CAREER DIRECTION AND SKILLS
CLIENTS UNINTERESTED OR UNABLE TO JOIN MANPOWER TRAINING
CAREER EXPLORATION AND DEVELOPMENT
SPECIAL PHYSICAL, MEDICAL, PSYCHOLOGICAL SERVICES
TRAINING AND EDUCATION
JOB SEEKING AND JOB RETENTION SKILL WORKSHOPS
JOB PLACEMENT JOB COACHING BONDING SUPPORTIVE SERVICES
CLIENTS WHO WANT ONLY JOB SEEKING ASSISTANCE
CLIENTS WHO CHOOSE NOT TO PARTICIPATE

Figure 1.7

After the vocational objective has been determined, the appropriate job must be developed. This can be done in a number of different ways. The most traditional is the system largely pioneered by the U. S. Employment Service throughout the 1930's and '40's and since then replicated in the individual state's Bureaus of Employment Security. It is essentially a matching and referral service and is characterized by the separation of the job development and job counseling functions. While the job development/job counseling differentiation usually means that a relatively large portion of time is spent developing jobs (thus resulting in a high rate of placements) low retention rates are also prevalent in part because of an inherent lack of effective communication between the person who develops the job and the on who interviews the client. Often the result is an inappropriate pla ment; the client quits or is fired. Another short-coming of the traditional employment service model is that there is relatively little emphasis placed on follow-up services for both employers and employees. Especially when dealing with clients from the criminal justice system, the need for supportive services for both employer and employee is acute and when these services are missing, the result is low retention rates. The solution to these problems is to combine job development and job counseling in the same person and to add supportive follow-up service for employer and employee as Operation DARE is doing in Chicago. Although the potential exists for the traditional employment services model to be client centered, in practice, it operates in the employer or job-centered category.

Some very distinct alternatives to the traditional employment service model also exists. One is the use of <u>vouchers</u> to enable law offenders to purchase whatever job placement services he wishes -- whether it be private (for profit)

or public, or non-profit. This has two advantages -- it gives the client a degree of control not previously present and promotes competition among the various job placement organizations. Unfortunately, this option has not been extensively implemented in Illinois or elsewhere so little is known of how well it actually works or of its effects on job retention.

Another alternative, operational in Illinois through a sub-contract with Control Data Corporation at the Illinois State Prison Farm at Vandalia, is the self-placement model. The distinguishing feature of this model is that the client is given the skills and develops the attitudes to successfully place himself in the employment market. This model has philosophical and programmatic advantages: the client assumes control and responsibility for his own placement, thus avoiding the passivity inherent in dependence on an external agency for a placement; and the client, since he has internalized the skills needed for job placement, can continue to place himself if he finds himself out of work for any reason. The potential exists for this model to be either client or employer oriented, but as implemented in Illinois, it is clearly a client-oriented job placement strategy.

Another job placement strategy, which was pioneered in Illinois, is the use of a "reward". In this model, the premise is that the way most people get jobs is through leads from friends or relatives who have knowledge of a specific job opening and can provide an "in" of some sort for the prospective employee. Since most law offenders have neither friends nor relatives with these sorts of contacts, this option is effectively closed to them. In order to gain access into this informal job information system, a reward of $100 was offered to anyone who identifies a potential job for an law offender, the reward contingent upon

the law offender's getting the job. There is obvious potential for other conditions, such as a specified job retention period, being attached to payment of the reward, but initially one could merely pay $100 to those who successfully identified job openings to the law offender. This particular strategy would be considered employer or job-oriented because the "payoff" occurs when the ex-offender is successfully linked up with a job, not necessarily the job of his choice. Cost per placement is very low with this model. [27]

Services for Illinois Offenders

The ultimate objective of manpower services for criminal justice clients is to enable them to maximize their potential in society, and as a by-product, prevent recidivism. The major assumption underlying any manpower system is that an appropriate employment placement will go a long way toward promoting legitimate, legal law offender behavior. Another assumption is that the client himself can best determine his own vocational objectives and thus increase his own motivation. The intermediate objectives to preventing recidivism are a good job and a stable employment experience.

Once a client has a goal, he must be given the means to achieve the goal and there are four programs presently operational that supply this vital component.

Let is first examine Operation DARE in Chicago and the Control Data Self-Placement Program in the Vandalia State Prison Farm. Both of these programs are client oriented because they attempt to help the client realize his own vocational objective as developed in the Vocational Counseling Program (the hope being that a client is more likely to be satisfied with a job -- and consequently stay working -- if it represents the career he really wants to pursue).

Operation DARE is basically patterned after the classic "employment services" model discussed earlier, but with modifications to address post-placement job retention rates. These modifications consist of combining the job development and job counseling functions in the same position. There is also a very strong volunteer component which provides the much-needed follow-up services to both employer and employee. In fact, Operation DARE feels that it is the presence of the volunteer component to provide these supportive services that is the most significant factor in their success in job placement for ex-offenders. The distinguishing feature between Operation DARE and the self-placement model is that with DARE the client is essentially dependent on DARE for the service; with the self-placement model, the client is much more self-reliant. If he doesn't do it, it won't get done. The vital issue of supportive

62 The Self-Placement Program at the Illinois State Farm in Vandalia

services in the self-placement model is supposedly solved by the change in self-image and attitudes that takes place during the program so that by the time a person has completed the program and is ready to place himself, he has learned to deal with the problems he will face upon release. The Self-Placement Program hasn't been operational long enough to see if these expectations are being supported by the actual experiences of the clients. An evaluation program should be able to supply answers to this important question; that evaluation will be completed by December 31, 1974.

The Pre-Release Program, operated by the Parole Division of the Department of Corrections, provides job-placement resources for clients returning to areas outside of Chicago and also provides services to offenders in non-manpower areas (such as housing, access to drug programs, etc.). The services it provides, together with considerable ad hoc job development by individual parole officers, is a valuable assist for many offenders each year.

Finally, the Illinois State Employment Service (ISES) stands ready to place and/or bond offenders who seek its services. JOBS Optional (Job Opportunities in the Business Sector) contracts for OJT model training have also been of great assistance to a limited number of participating law offenders. ISES has operated "outreach" offices at Pontiac and Vienna Correctional Centers for several years (although the Pontiac counselor slot is currently vacant).

Conclusion

In summary, the problem is to keep people out of prison and in legitimate life-styles; one major solution is assumed to be a successful employment experienc The belief we hold is that the client himself is the best one to determine his vocational goals and that if he had the responsibility for setting his own goals, then upon realizing these goals, he is more likely to keep working and not recidivate than if he were compelled to accept a job that did not closely approximate

his vocational objective. That is why a client-oriented job placement strategy is seen as an appealing way to enable a client to achieve his vocational objectives. It would seem that the self-placement model may have job-retention problems which have not yet appeared in our data. Whether or not this expectation is, in fact, true must wait until both programs have been adequately evaluated.

A multi-agency report on all job placement resources would be most helpful to criminal justice planners even if it were more descriptive than analytical. ISES and DVR both seem underutilized, although this assessment is not based on a study of actual client-flow patterns. Some cities, such as Chicago, have private not-for-profit services such as the Jewish Vocational Service, which also stands ready to help. We recommend that a "catalog" including some analytical information to aid in "matching" the client to the placement resource, be prepared by the Governor's Advisory Council on Manpower.

Chapter Conclusion

After selecting clients for whom manpower services are appropriate, providing career exploration/vocational counseling services, offering quality education and training, and providing post-release placement and coaching, we have discharged our systems duties. Each of these services is, by itself, a necessary but not sufficient condition for post-release success. Our challenge is to provide the whole service package -- as a system -- for a significant number of clients. Constraining us are significant human issues -- discussed in the next chapter -- with which we must also deal.

CHAPTER TWO: SERVICE DELIVERY ISSUES

Much of the preceding chapter on career counseling, training and post-release services would be relevant for any population. Nonetheless, there are several issues which are severe for law offenders which are not a significant problem when servicing other types of disadvantaged persons. In order to help manpower agencies who have not dealt extensively with criminal justice clients to understand the problems of those clients and to understand the difficulties that manpower agencies experience in providing services to law offenders, it is important to enumerate these problem areas and to develop strategies which explicitely confront each of the problems which will be enumerated below.

To some extent, the enumeration of these problems is a listing of reasons why past manpower efforts have not been as successful as many people had hoped in providing for the vocational and personal rehabilitation of incarcerated law offenders. However, these same problems, if unresolved, will undermine future efforts and, as a result, prospective applicants would be well advised to explicitly confront such issues when developing program strategies.

This chapter of the Law Offender's Planning Task Force report is divided into two sections: institutional and non-institutional law offenders. Although this division of the chapter into two parts is somewhat artifical because many clients have experienced both community-based alternatives to incarceration and incarceration itself, we feel that it is a convenient organizational framework to use for the purposes of this report.

Prison In America

The prisons of America have their origins and programmatic roots in a tradition which criminal justice services are only now beginning to leave: a tradition stressing security and restraint of offenders rather than emphasizing the reintegration of offenders into community living.

Without recounting the history of corrections in America (the Bibliography of this report includes several useful studies of the criminal justice system), it is important to note some of the major problems and issues that direct service agencies must confront if the client is to be ready (physically, psychologically and philosophically) to participate in manpower programming.

It should be said at the outset that involvement with most criminal justice institutions is, from the perspective of the client, an extraordinarily uncomfortable and unhappy episode in the client's life. Whether the client is in the process of being arrested or booked or jailed or bonded or tried or sentenced or serving his sentence, he is constantly in a state of tension about his future and he experiences his condition as one of "fighting for his life". Within many jails and prisons not only within Illinois, but throughout America, clients are also concerned about their personal safety. A great deal has been written in recent years about jails and, thus, most laymen are aware that offenders are concerned about their physical safety during incarceration; specifically, offenders fear bullying and extortion, homosexual assault, and capricious administration of institutional justice. While Illinois is undoubtedly better than many states, it is nonetheless true that law enforcement authorities cannot guarantee the safety of every law offender at every point in the criminal justice system. By definition, the

criminal justice system tends to cull out from society relatively dangerous persons; when these persons are housed together and are experiencing personal trauma, it is to be expected that, on occasion, violence will flare between individuals.

Exacerbating the potential for individual violence in Illinois (and in most other urban-industrial states) is the existence of gangs.[28] Many of the gangs which function within jails and penitentiaries are composed of persons who had been gang-affiliated on the streets. As a result, persons who had been members of a particular street gang do not loose this membership upon incarceration; in fact, many offenders, at least in part in an effort to provide for their personal safety, continue to associate with other members of these street gangs and band together for individual and collective protection during the jail and prison process. Persons who do not belong to gangs or persons who belong to gangs which are "underrepresented" in the correctional system tend to be at a relative disadvantage and are justifiably concerned about their safety.

Adding to the concern of law offenders is the fact that they are institutionalized after conviction at locations which are generally far from their home and family. The penitentiary which is closest to the Chicago metropolitan area (from which most offenders come) is the Stateville Correctional Center which is 35 miles southwest of the City of Chicago. One of the institutions at which the best manpower opportunities are currently available (Vienna Correctional Center in Vienna, Illinois) is 375 miles away from the City of Chicago.

Jails tend to be located reasonably close to the community in which the offense was committed. The trend towards regionalization of jail and detention facilities has not, in the main, moved them beyond easy driving distance for the families involved (assuming the families have automobiles which, in many cases, they do not).

Services for youth whether administered through local agencies or the several state agencies are, in the main, a great deal more accessible to family and community. The juvenile institutions of the State Department of Corrections are placed in such locations as to be fairly accessible to the major metropolitan areas. In addition, the Juvenile Division of the Illinois Department of Corrections is embarking on a regionalization program which will facilitate the training and care of youths in institutions which are readily accessible from the communities in which the youth lives. The Department of Children and Family Services places maximum emphasis on the development of community alternative services. In summary, the problems of geography which are severe at the penitentiary level are not as necessarily severe at the juvenile level although in practice accessibility to other socio-economic factors is still problematic.

Criminal justice agencies -- ostensibly in order to perform their function as deterrents to crime -- must, by definition, deprive the law offender of some of the benefits of normal participation in society which other citizens enjoy. At the same time, good correctional theory (as well as the mandate of the law to provide for humane and lawful care and custody) mitigates towards providing offenders with an environment which is not so oppressive and unhappy as to be destructive to the long-range goal: the reintegration of the offender into the community as a normal and productive citizen.

There is an obvious tension between these two mandates -- that of providing a secure environment and that of providing a stimulating and reform-engendering environment. Different correctional institutions in different times and in different parts of the criminal justice system resolve the tension between these two legitimate goals in different ways. It is not possible to claim that there is a good resolution for all criminal justice agencies, but it seems clear that Illinois is moving towards providing relatively safer, more legal, more sanitary living conditions for offenders at almost every point in the criminal justice system; such a focus is viewed by almost all experts as appropriate, if overdue.

Recent healthy changes not withstanding correctional institutions are sad places in which to spend one's time whether one is an offender or a staff member. The institutions within Illinois, be they jails or penitentiaries are, in the main, old buildings and in rather poor repair. Many of the buildings are rather poorly ventilated. None of any size are air conditioned for offenders; as a result, temperatures of more than 100 °F are common in the summer. Furthermore, most cells lack running hot water.[29]

Prison is a lonely and fearful place, a place where people lose considerable contact with the normal functioning of society. Reform will improve prisons and jails but can never eliminate the basic inhumanity of captivity.

It is a credit to the law offender that he has succeeded so well in spite of the situation in which he finds himself. It is a credit to criminal justice clients that they are, in many cases, extraordinarily interested in their vocational futures, eager to participate in career exploration, willing to undertake lengthy programs of remedial education and vocational training. It is a credit to law offenders that, upon reaching their home community, they seek out the job placement programs that are available

for them and actively pursue employment. It is a credit to offenders that so many offenders have become trusted employees in a wide range of businesses and social services.

It is critical, however, that throughout our efforts to develop a manpower system for law offenders that we force ourselves -- typically middle-class planners -- to confront the emotional reality of incarceration and release so that we can create realistic expectations, both among offenders and within the general population, for the probable success of programming for law offenders. We will not succeed in rehabilitating all offenders because the key to rehabilitation does not lie within the social service delivery system; it lies within the very fabric of society and within the offender himself. What we can and must do is to deliver manpower services -- and other services the offender needs -- so that offenders will choose to make a commitment to themselves and their families and emerge from prison or court or jail as changed individuals who can realize the goals and aspirations they have set for themselves. That is the purpose of this report.

The Management of Criminal Justice Agencies

Criminal justice agencies have numerous problems in delivering services to clients that stem from certain built-in dysfunctions. We will attempt to enumerate these problems because manpower planning must address the issue of how these historic difficulties can be better resolved in the future, if there is to be a long-term improvement in the cost-effectiveness of criminal justice manpower programming.

Logistical Problems

One major problem within penitentiaries in particular and jails to a lesser degree, is the issue of logistics: the actual movement of offenders within the institution and the transmission of program services to offenders. Most institutions, because of both physical and security constraints, are unable to provide the population with relatively free movement. As a result, offenders are escorted in groups from one service to another at specific points in the day. This logistical constraint causes certain dysfunctions in the manpower system; the most severe of these dysfunctions is that it creates a relatively short "program day" -- that portion of the clock-day during which services can actually be delivered to offenders. Within the average correctional institution, most offenders have an opportunity to consume less than 25 hours per week of educational or vocational training services. The average in some institutions may be as low as ten hours per week. Out of the 112 hours that an offender has for potential training, recreation, dining, etc., he usually spends only ten to fifteen percent in structured training opportunities.

Why is there this serious underutilization of offender time and energy? The reasons are quite simple. Most correctional institutions have adequate custody staff to allow relatively extensive inmate movements during only one shift a day and only on five of the seven days in a week. As a result of this constraint, all of the major life-activities of the penitentiary must be compressed into a single eight-hour shift.

Inmates must shower, shave, dine, visit their lawyers, receive training and education, have hair cuts, and all of the other aspects of living during a single eight-hour period -- from seven in the morning until three in the afternoon in most institutions. It is no wonder that within many institutions training programs experience only three to five hours of contact with offenders each day. Naturally, employees cannot be successfully recruited to provide training services for only ten to twenty-five hours per week. As a result, many staff members who are employed to provide training services to offenders are not in direct contact with offenders for much -- in some cases most -- of their forty-hour work week. This is not to say that the time that the staff members are not directly dealing with offenders is entirely wasted; curriculum materials are developed, tests graded, departmental meetings held, paperwork related to inmate release is completed. Nonetheless, it seems clear that the current arrangements for linking up offenders with program services staff (educators, counselors, etc.) is far less than optimal.

The problem in a more global perspective is one of developing a logistical service capacity within the custody and maintenance staff of the institution, which is adequate to support the programmatic structure administered by program staff. As would be expected by most organizational theorists, many penitentiaries and jails are plagued by hostility between program service staff and custodial staff (correctional officers). Typically, the literature blames

the problem largely on the correctional officers, citing their lack of training and paucity of managerial skills as the reason for a dysfunctional operation within correctional institutions.

While it is true that many correctional officers have received both little formal education and job-related training, most astute correctional observers do not place any major responsibility for current correctional problems on the correctional officers as individuals or even, in many cases, on correctional officers collectively. Correctional officers are, if anything, victims to a greater extent than the institutional offender of the dysfunctional organization of penitentiaries. Correctional officers have, in effect, been given a largely undoable job.

Since 1960, the number of services available within Illinois prisons (in general, prisons throughout the country) has increased dramatically and, yet, during the same period there has not been a concomitant increase in correctional officers. As a result, the complexity of human management problems within penitentiaries has increased at a staggering rate causing conflicting demands on guard time. Programs are added to penitentiaries with relatively little thought about the logistical consequences. The present administration of the Department of Corrections is to be commended because it pledges to address the issue of logistical support for program services in a more sensitive and comprehensive way than most other Department of Corrections either historically in Illinois or generally throughout the nation.

As discussed below, training is a priority for both the program services and security forces of penitentiaries. It is important that program services personnel confront co-operatively and constructively the problems that security personnel experience; it is probable that security personnel (correctional

officers) would be supportive of and helpful to training and treatment services if security personnel were involved in the planning of such services and if at least some of the vocational opportunities provided to offenders were also provided to staff members who would like to seek remedial or advanced academic education and/or vocational training.

It seems probable that staff development if pursued in a creative fashion may significantly reduce the problems experienced historically in delivering manpower services to law offenders. Hopefully, the friction between the program services staff and security staff can also be reduced.

Because relatively little management information is available within penitentiaries on an "on line" capacity to facilitate the scheduling of offenders into vocational and academic training, the number of offenders participating in training is usually substantially less than the number of slots funded for a given training program. In other institutions, where the average daily population in the training program is roughly equivalent to the number of training slots, there is evidence that the institution places offenders into training programs with relatively little emphasis on the long-term career objective of the offender in question but with a relatively high emphasis on maintaining "head count" in training programs.

Further problems stem from the fact that within adult correctional institutions, where an offender lives within a penitentiary (the cellhouse and tier on which he resides) is a function of the academic, vocational, or work assignment to which he belongs at any given point in time. When offenders change their assignments, they change their living circumstances.

Since the offender understands that expressing his vocational interest will have an effect on the living arrangements that he will have (and as we hope this report makes clear, penitentiaries are potentially dangerous places) offenders have a tendency to decide where they would like to reside and then to accept whatever assignment happens to correspond to the cellhouse and tier on which their friends are presently living. Such a decision on the part of the offenders is quite rational and for him to do otherwise would be most extraordinary; the problem is not with the offender, but with the system that necessitates the correspondence between training assignments and living arrangements.

The origin of the current assignment system has its roots in the logistical problems of moving offenders within a maximum security setting. Clearly, it requires fewer guards to accompany a fixed number of offenders from living units to training programs, if those offenders are housed within one cellhouse in adjacent cells. In order to facilitate the effective utilization of a fixed number of correctional officers, penitentiaries have, in the main, adopted a housing policy which creates a one-to-one correspondence between the cellhouse assignment of offenders and the programming which they are a part.

While it may be impossible to reduce this correspondence without increased correctional officer staff[30] (and concomitant increased security costs), it is nonetheless important that penitentiaries directly confront the housing issue in the allocation of offenders to manpower programs. Without attention to this issue, there is reason to believe that many offenders who consume expensive vocational training resources are accepting training in a given vocational area as a way to associate with their friends rather than as an expression of a sincere vocational drive.

The answer to the problem of logistical support for program services (a rational and creative scheduling of guard time and of competing activity so as to maximize offender contact with services) is a far from finite science. Nonetheless, a number of hopeful steps have been taken in recent months which indicate that solutions are at least conceivable for some of the problems in question. Perhaps the two most significant moves towards a recognition and resolution of the logistical problems of correctional institutions has been the creation of a Correctional Officer Training Academy and the creation of the Stateville Manpower Information System (a computerized management information assistant capacity which is aimed at reducing scheduling difficulties in a complex maximum security system). In both cases, it is important to note that correctional officer cooperation could not have been better; guards are clearly change ready in every sense and will actively pursue better alternatives for security arrangements if given creative assistance.

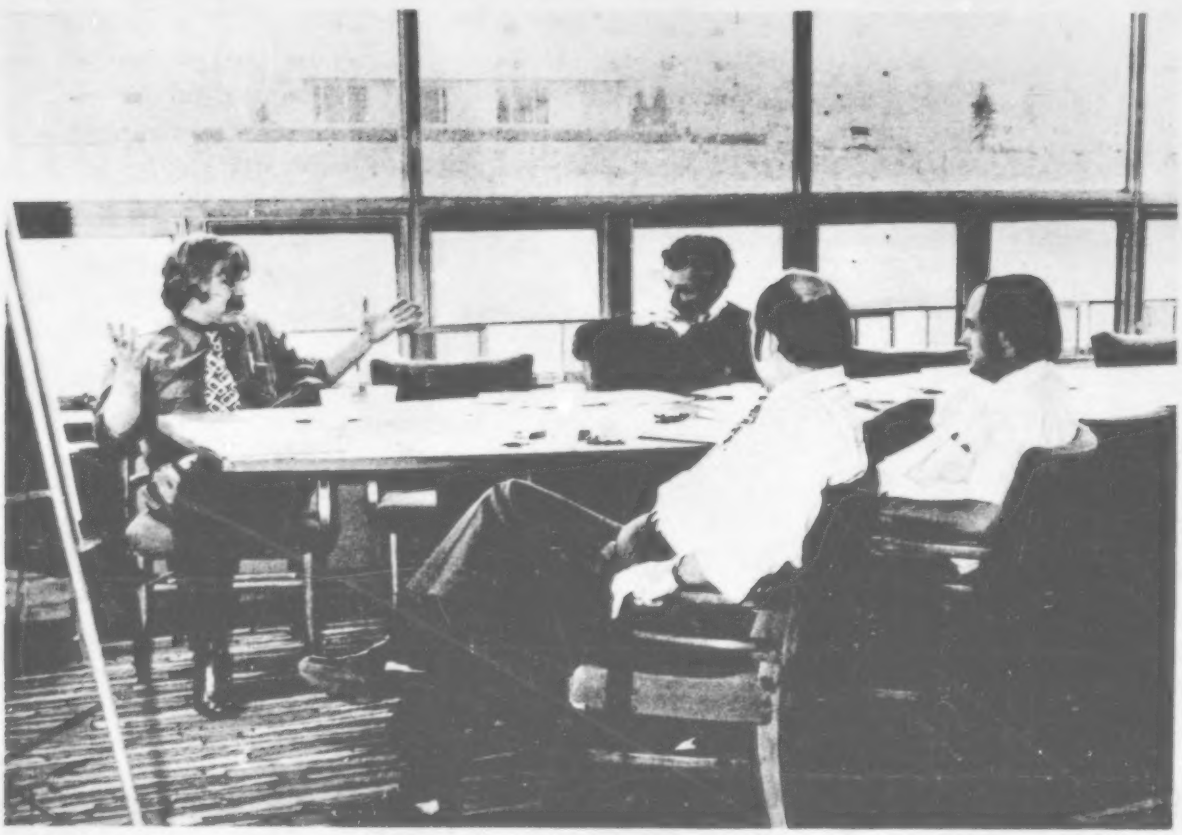
Nonetheless, manpower agencies are justifiably concerned that in the past, general lock-ups and frequent organizational snafus have reduced to an embarrassingly low level the amount of contact between offenders and program services. It is important that jails and correctional institutions explicitly confront logistical problems when designing and implementing new program service so that the funding agencies involved can have a reasonable assurance that contact between offenders and program services will be high enough to justify expenditures and that the instructional goals that have been set by contractual and grant arrangements can realistically be achieved.

Staff Development

Considerable attention has been placed in recent years in staff

development issues in law enforcement and corrections. Typically, most policy statements have revolved around the importance of training correctional officers in correctional institutions and this Task Force strongly supports the general assertion that correctional officers would profit from training.

We feel, however, that correctional officers have been singled out perhaps unfairly as the group which requires training most; it is clear to us from even a cursory analysis of manpower programming in law enforcement institutions that vocational and academic instruction personnel, educational administrators, and post-release direct service workers also require training. It is very proper that the Illinois State Department of



Correctional Officer Training

Academy in Chicago

Corrections Training Academy -- while placing a preliminary emphasis on custodial and security workers -- has the clear intention to expand services to include all direct service personnel including credentialed educators.[31]

Many staff members within the correctional system should be seen both as direct service workers and as potential manpower service consumers. Particularly within correctional officer ranks there is a clear demand for manpower programming both at the GED and the junior college academic level.[32] Simple fairness seems to demand that we offer to correctional officers at least some of the programmatic services that we offer for law offenders.

As a result, one of the emphases that the Law Offender's Planning Task Force has established is the delivery of manpower services to the staff of major law enforcement institutions. It is our belief that by providing for the participation of direct service workers in on-going personnel development exercises leading to junior college credit or GED certification that staff members will be able to assist offenders in their manpower development and also to provide improved human management services within the institutions.

For academic and vocational teaching staff and for education administrators, workshops on instructional technology, curriculum development, evaluation and the design of post-release high-support model services would be most appropriate. Many of these workers, while skilled in their own subject area, have not been exposed to the broader issues of a manpower services delivery system. As a result, they do not view their own efforts as part of a system, but rather as an isolated input in a client's life. This lack of sensitivity to the system's issues posed by a law offender's manpower

system clearly reduces the impact of manpower services provided to law offenders.

To summarize, staff development is not, as many laymen feel, a problem which is exclusively identified with custodial and security personnel. In some important sense, staff development problems in the criminal justice/manpower system may be different but significant among both custodial personnel and among direct service workers and instructional administrators. It is recommended, therefore, that the entire area of staff development be an important focus for action under the Comprehensive Employment and Training Act of 1973; that such training be interfaced with existing Law Enforcement Assistance Administration (LEAA) funded efforts such as the Illinois Correctional Training Academy; and that training monies be aimed explicitly at increasing the accountability of services provided on a direct service level to law offenders.

Other Problems

Another problem which also bears mention is the split which exists between community-based and institutionally-based service workers. Each group feels that it makes a significant contribution to the rehabilitation and reintegration of the offender in question and, yet, there is relatively little active coordination between and cooperation with "brother" service agencies.[33] The problem of the Department of Corrections are illustrative of a more general point which applies as well to the relationship between other criminal justice system services. Penitentiary staff who have been heavily involved in the education, training and counseling process through which offenders go during their incarceration play a relatively secondary role in such areas as job development, job placement, and post-release follow-up. A number of dysfunctions result: for example, persons with whom the

offender has developed a rapport and trust are not available to him during the most critical periods of his reintegration. As noted elsewhere in our report, a number of models have been proposed to reduce the extent to which these interpersonal contacts are wasted by current correctional organization (the counseling continuum program operated by the Juvenile Division of the Department of Corrections at the Valley View School for Boys is an example of a programmatic strategy which spans the institution/parole gap). It is important that the follow-through of programming from institutional settings or from settings in which a criminal justice agency has substantial custody responsibilities to an independent living status in the free community be explicitly addressed by correctional authorities in the development and implementation of manpower programs. Historically, this has not been the case; programs in training have not included explicit discussion of job development and job retention strategies. As a result, preliminary evaluation of training indicates a relatively few offenders find work in jobs which are significantly related to the training which they have received and the job retention is a significant problem for law offenders with most penitentiary clients loosing their first post-release job within sixty days of their employment and needing a second job placement in order to remain in the labor market.

A final and significant problem within criminal justice system manpower programs is a lack of management information -- the basis on which manpower administrators can make short-range and long-range decisions. The information needs of the criminal justice/manpower system are dealt with at length in a separate chapter (Chapter 6) of this report. However, it is useful to raise some basic issues here with the understanding that an indepth discussion of

these issues will occur at the end of this report.

Perhaps the single most significant management shortcoming which pervades the entire law offender/manpower system is the lack of longitudinal information concerning offenders. Few of the training programs contacted in the process of preparing this report could discuss the placement rates of persons who had been trained in their program, even fewer had validated data on job retention and earnings. As a result, educational and law enforcement administrators are forced to make decisions about academic and vocational resources without any information about outcome. Clearly, this could and probably does lead to both extraordinarily poor decision-making and excessive costs.

The Community

These points conclude our major observations about the quality of institutional life and the human management problems which are relevant to the development of a manpower services system. Similar problems exist on the community level for both probation clients and parole clients (but they are more severe for parolees). Let us discuss briefly some of the major aspects of the community-based problems of law offenders.[34]

Both probationers and parolees are released from criminal justice institutions for all practical purposes without money. Since many offenders were unemployed at the time of arrest, and since most offenders do not come from families which have adequate financial resources to "stake" a released offender, this lack of cash is in and of itself a severe problem for offenders. Particularly in the Chicago area where substantial cash deposits are required for most apartments and for many other types of services, law offenders have an unusually difficult time of establishing themselves in

the free community even without regard to the disadvantages imposed on them by their ex-offender status.

It seems clear, in addition to a shortage of capital with which to begin a new life in a free society, that law offenders have other problems which are worth noting. Two of the most severe of these problems are hostility from law enforcement officials and discrimination because of race and previous record of incarceration.

Quite reasonably, law enforcement officials are suspicious of persons who have been convicted of a criminal act. It is a fact that many law offenders are repeaters and that recidivism is a severe problem for all major correctional systems. However, the hostility of law enforcement officials towards offenders creates a self-fulfilling prophecy in that offenders frequently respond to the distrust, suspicion and hostility by taking part in precisely the actions which society is seeking to avoid. It may be preferable from a reintegration point of view to reduce the extent to which police officials have contact with offenders during the first weeks of the offender's return to the community.[35] It is felt that providing the offender with "breathing space" would be helpful for his reintegration into lawful society.

As a disproportionate number of law offenders are non-white, discrimination on racial grounds is a significant part of their life experience both in the housing and labor market. In addition to discrimination on the basis of race, law offenders experience additional discrimination on the basis of their arrest record. These two types of discriminations combine to create in the offender's mind a sense that society is not giving him an opportunity to start new. Clearly this is not paranoia on the part of the client, but a fairly

realistic assessment of the situation in which he finds himself. Special services to reduce the extent to which discrimination undermines the offender's ability to find housing and work are highly desirable in that they reduce the hostility and rejection that the offender feels during the critical first weeks of return to community living.

Most law offenders, whether they have been incarcerated for a short or long period of time, return to the community with somewhat unrealistic hopes. It is believed that by providing quality manpower services including vocational counseling within penitentiaries that hopes can be revised in light of the facts of the labor market and that offenders will become more realistic in their expectations for community living. Nonetheless, it is currently a significant problem for manpower planners that offenders return to communities with unrealistically high hopes for both their occupational and personal success. These high hopes, when dashed, are a serious blow to the offender's desire to succeed in the free community. Clearly, both supportive services which help offenders realize their hopes and counseling which helps the offender set more realistic goals are useful strategies for reducing this problem.

Law offenders who have been incarcerated for an extended period of time also suffer severe culture shock - - a feeling that the offender has been left out of the changes in society. Many of the offender's friends, and perhaps members of his family, may have died or moved away from the community in which the offender resides; he finds that the neighborhood itself is physically changed through private and public renewal efforts; he finds prices sharply higher without the salaries in the jobs for which he is qualified being correspondingly improved.

In addition to a general sense of culture shock, the offender also suffers a severe loss of everyday coping skills. Basic skills such as making change, using the rapid transit system, talking with law-abiding citizens - - these skills have become alien and difficult to the offender by virtue of his persistent contact with the law offenders in a penitentiary setting. Probably there is no real solution for this problem other than an intensified dependence on community-based correctional centers where offenders would be exposed to "real life" demands as part of the correctional process. However, the effects of institutionalization can be reduced to a significant degree by providing offenders with a training experience just prior to release which addresses these coping skills. Such programming is currently being experimented with within the Department of Corrections by Operation DARE, the Pre-Release Program, job-seeking furloughs, and work release.

Another difficulty which offenders face is their desire to consume physical resources by buying appliances, clothing, and other goods which for a period of months or years have been outside of their experience. An offender feels, in many senses, that he has "done his time" and that, as a result, it is now his due to become part of lawful society with all of its paraphernalia. Clearly, law offenders who have insufficient cash to even acquire housing, work clothing, and tools in many cases are not in a position to make down payments on automobiles, to purchase casual clothing and to make other substantial purchases. The effect of being barred from consuming is very damaging and law offenders feel that their incarceration is following them daily in their post-release life. Clearly, these post-release consumption needs deserve further study, and strategies such as increased gate money or opportunities for offenders to earn money while institutionalized, which they can utilize upon

their return to free society, should be explored intensively. Preliminary work on the latter strategy - - that of offender's being employed during their incarceration - - has already been undertaken by the Illinois COMP Program in the form of exploring the legal and programmatic problems associated with the involvement of private industry in maximum security penitentiaries. Although law reform (which has already been proposed to the appropriate branches of government) is required to utilize the involvement of private industry to its fullest, we feel that the exploration of employment opportunities for law offenders while incarcerated is an extraordinarily important area on which the State should continue to proceed.

A final aspect of the reintegration of offenders which is frequently overlooked is the process of leisure re-socialization through which offenders find friends and companionship. Law offenders may have lost most of their friendship ties during their incarceration and, as a result, return to an extraordinarily lonely life after release. While many offenders may have harbored substantial fantasies about their post-release social life, these fantasies are usually quickly dispelled by the realities of community living. Offenders frequently have not acquired hobbies or recreational interests in penitentiaries which would facilitate mixing with non-offenders after release through these and other activities. As a result, the offender has little to look forward to other than his/her job and an inexpensive, lonely apartment.

A new emphasis should be placed on the social reintegration of offenders, by attempting to place offenders in companies which have recreational and sports programming and other social services for their employees. By providing opportunities for offenders to mix with non-law

offenders and become a part of a company or union and its social affairs, we provide the offender with law-abiding "reference points" through which he can guide his behavior and from which he can develop friendships and companionship. Historically, the offender has been left to find friendship and companionship on his own and offenders have generally failed to do so, either to their own or to society's satisfaction; many have become embittered loners. Some offenders, left to their own devices, have gravitated back to former associates who support illegal attitudes and behavior.

Conclusion

There are a plethora of important community and institutional problems which law enforcement authorities have not historically addressed in the development of manpower programming. The most effectively designed manpower systems cannot function within existing correctional structures unless many of these issues are overtly addressed and resolved somewhat more satisfactorily than is currently the case. It is critical that manpower planners remember that we are dealing with a human being when we deal with offenders and, as people, offenders have the same broad spectrum of needs that all other client groups have. Institutional logistics and post-release transition services deserve especially close attention in our efforts to provide for the needs of law offenders.

CHAPTER THREE: STATE CUSTODY ADULT LAW OFFENDERS

Within this chapter, we will discuss two major types of services: those offered to clients in the State penitentiary system and those offered to clients after leaving the State penitentiary system during the period they are participating in parole supervision. Both services are administered by the Illinois State Department of Corrections.

The institutions in the Adult Division of the Illinois State Department of Corrections are nine in number. Figure 3.1 shows the geographic location of these institutions. This discussion of the adult State penitentiary system does not include the Federal penitentiary in Marion, Illinois. Although some Illinois residents are incarcerated in this institution, its effects on the Illinois law offender population are limited, and, of course, the State has no programmatic authority or control. The Illinois Division of Vocational Rehabilitation participates in the Federal Offender Project and works with offenders released from Marion or any other federal institution who return to Chicago. No other state agencies are presently involved in programming with federal law offenders. It is useful to discuss the status of the manpower programs in the Department and also to discuss specific manpower problems which exist at the several institutions as a foundation on which to plan future action.

In the main, the majority of the clients in the Department of Corrections were either unemployed or underemployed at the time of their arrest.[36] Relatively few have substantial career skills.

INSTITUTIONS OPERATED

BY THE ILLINOIS STATE DEPARTMENT OF

CORRECTIONS

1 - JOLIET CORRECTIONAL CENTER (OJC)

2 - DWIGHT CORRECTIONAL CENTER

3 - STATEVILLE CORRECTIONAL CENTER

4 - MINIMUM SECURITY UNIT (MSU)

5- SHERIDAN CORRECTIONAL CENTER

6- PONTIAC CORRECTIONAL CENTER

7- ILL.STATE FARM (VANDALIA)

8- MENARD CORRECTIONAL CENTER

9- VIENNA CORRECTIONAL CENTER

FIGURE 3.1

This does not mean that the clients are without career interests or without financial demands imposed by the number of dependents[37] for whom they must provide support or by other factors which necessitate regular employment.

Given this overview of the client population, it is useful to discuss the overall educational structure of the Department of Corrections. One of the most important and hopeful recent changes has been the creation of a correctional school district under the leadership of the Corrections School Board (Director Allyn Sielaff is Chairman) and under the administrative leadership of Clark Esarey, Superindendent of Education.[38] This board and its supportive staff offer Illinois the opportunity to become a national leader in the area of correctional education. Most of the material presented in this chapter comes from meetings with officials of the Correctional School District. Without their input and whole-hearted support the formulation of a funding program for the School District could not have been accomplished within the short period of time available.

In the main, the Department of Corrections is in a process of transition from a traditional prison educational system toward a modern school district concept. Traditionally, educational services were the responsibility of the assistant warden of the institution in charge of all other so-called "program services" - - services involved with inmate rehabilitation and with records keeping. In terms of organizational power, the assistant warden of program services usually had less power and a far smaller budget than the assistant warden of custody and maintenance who supervised the guard staff, the correctional industries staff and the maintenance and repair staff.

Assistant wardens of program services had the enormous job of being thoroughly up to date in all aspects of educational, therapeutic and vocational training literature. With limited resources and without an overall departmental mandate, assistant wardens for program services were expected to develop and implement educational and vocational training programs for difficult-to-teach clients within the several penitentiaries. Different institutions met this challenge with different degrees of success. The school district took over administrative control of the Adult Division's educational and vocational training staff on July 1, 1974. We expect to see an upgrading of services, an improvement in the interface between services, and a reduction in the differential quality which can now be perceived from one institution to the next.

Figure 3.2 shows data about the current educational and vocational services which are available to inmate-students at the various penitentiaries. It should be noted that these rather clinical charts do not properly convey the huge variety of quality which can be experienced from one classroom to the next. It would be wrong for the reader to assume that vocational training in a particular trade skill at one penitentiary is, in any sense, equivalent to that same training in another penitentiary - - they can be as different as night and day. This impressive package of programs operates at an annual cost of approximately $2,875,922 and approximately services 2,550 law offenders. Given the distribution of occupational interests and the previous employment histories of law offenders, it can be estimated that 5,000 need vocational and/or academic services during their incarceration, if they are to realize their career plan upon release. While not all of these offenders need to be serviced simultaneously (some have long sentences which

MANPOWER INFORMATION REPORT

INSTITUTION	SERVICE TYPE	REMARKS AND DETAIL	COST PER YEAR	SOURCE OF FUNDING	AVERAGE DAILY ATT.	# STAFF
DWIGHT	SECONDARY EDUCATION		52000.00	GR	35	4
DWIGHT	SECONDARY EDUCATION	NOT INCL CAP &/OR START COST	16000.00	LLG	18	1
DWIGHT	VOC COUNSELING		12113.00	COMP	20	1
DWIGHT	VOCATIONAL TRAINING	CLERICAL/KEYPUNCH	12976.00	ICCB DVT	15	1
DWIGHT	VOCATIONAL TRAINING	SCHOOL OF BEAUTY CULTURE	15500.00	DVTE	6	1
			$108,589.00		94	8
JOLIET	SECONDARY EDUCATION		31000.00	GR	25	2
JOLIET	SECONDARY EDUCATION	NOT INCL CAP &/OR START COST	16000.00	III ESEA	0	1
			$47,000.00		25	3
MENARD	OTHER	ADMIN COSTS FOR VT	32856.00	GR DVTE	0	2
MENARD	OTHER	ADMIN COSTS OF VT	25000.00	GR	0	2
MENARD	SECONDARY EDUCATION		0.00	GR	0	0
MENARD	SECONDARY EDUCATION		115000.00	GR	130	8
MENARD	SECONDARY EDUCATION	NOT INCL CAP &/OR START COST	28000.00	IIIESEAI	36	2
MENARD	VOC COUNSELING		60488.00	COMP	80	5
MENARD	VOC COUNSELING	VOCATIONAL COUNSELOR	15739.00	DVTE	0	1
MENARD	VOC COUNSELING	VOCATIONAL COUNSELOR	0.00	DVTE	0	1
MENARD	VOCATIONAL TRAINING	ADVANCED TYPING	1760.00	GR	4	1
MENARD	VOCATIONAL TRAINING	BARBER SHOP	15100.00	GR DVTE	17	1

FIGURE 3.2

MANPOWER INFORMATION REPORT

INSTITUTION	SERVICE TYPE	REMARKS AND DETAIL	COST PER YEAR	SOURCE OF FUNDING	AVERAGE DAILY ATT.	# STAFF
MENARD	VOCATIONAL TRAINING	BUSINESS OCCUPATIONS	11600.00	GR	20	1
MENARD	VOCATIONAL TRAINING	CONSTRUCTION TECH/BUILDING	17716.00	GR DVTE	17	1
MENARD	VOCATIONAL TRAINING	ELECTRONICS	15000.00	DVTE GR	13	1
MENARD	VOCATIONAL TRAINING	HEAVY EQUIPMENT OPERATION	11900.00	GR	6	1
MENARD	VOCATIONAL TRAINING	OFFICE MACHINE REPAIR	11507.00	DVTE	8	1
MENARD	VOCATIONAL TRAINING	PRINTING	28000.00	GR DVTE	16	1
MENARD	VOCATIONAL TRAINING	SHORT ORDER COOK	17116.00	GR DVTE	12	1
MENARD	VOCATIONAL TRAINING	SIGN PAINTING	4200.00	GR DVTE	4	1
MENARD	VOCATIONAL TRAINING	TOOL&MANUFACTURING TECH	5300.00	SIU	10	1
MENARD	VOCATIONAL TRAINING	WATCH REPAIR	9500.00	GR DVTE	4	1
MENARD	VOCATIONAL TRAINING	WELDING	5562.00	DVTE	13	1
			$431,364.00		390	34
PONTIAC	OTHER	ADMIN COSTS FOR VT	11240.00	GR	0	2
PONTIAC	SECONDARY EDUCATION		28000.00	GR	250	0
PONTIAC	SECONDARY EDUCATION		145000.00	GR	100	9
PONTIAC	SECONDARY EDUCATION	NOT INCL CAP &/OR START COST	45000.00	IIIESEAL	60	3
PONTIAC	VOC COUNSELING		96788.00	COMP	100	8
PONTIAC	VOCATIONAL TRAINING	AUTOMOTIVE SERVICES	39181.00	ICCB DVT	31	1
PONTIAC	VOCATIONAL TRAINING	BARBER SCHOOL	25300.00	GR DVTE	10	1
PONTIAC	VOCATIONAL TRAINING	CULINARY ARTS	19137.00	ICCB DVT	15	1
PONTIAC	VOCATIONAL TRAINING	DRAFTING	0.00	DVR	0	0

FIGURE 3.2 (Continued)

MANPOWER INFORMATION REPORT

INSTITUTION	SERVICE TYPE	REMARKS AND DETAIL	COST PER YEAR	SOURCE OF FUNDING	AVERAGE DAILY ATT.	STAFF
PONTIAC	VOCATIONAL TRAINING	ELECTRONICS	0.00	DVR	0	0
PONTIAC	VOCATIONAL TRAINING	MECHANIAL DESIGN TECH	20337.00	ICCB DVT	22	1
PONTIAC	VOCATIONAL TRAINING	MECHANICAL PRODUCTION TECH	2640.00	ICCB DVT	14	1
PONTIAC	VOCATIONAL TRAINING	PRINTING	25600.00	GR DVTE	22	1
PONTIAC	VOCATIONAL TRAINING	WELDING	8000.00	GR	20	1
PONTIAC	VOCATIONAL TRAINING	WOOD SHOP	5000.00	GR	12	1
			$471,223.00		654	30
SHERIDAN	OTHER	ADMIN COST OF VT	17550.00	GR	0	2
SHERIDAN	SECONDARY EDUCATION		25000.00	GR	0	0
SHERIDAN	SECONDARY EDUCATION	MANAGEMENT-201	918.00	GRDVTEIC	15	1
SHERIDAN	SECONDARY EDUCATION	MARKETING-122	918.00	GRDVTEIC	18	1
SHERIDAN	SECONDARY EDUCATION	NOT INCL CAP &/OR START COST	33000.00	GR	50	2
SHERIDAN	SECONDARY EDUCATION	NOT YET OPERATIONAL	92000.00	GR	0	6
SHERIDAN	VOCATIONAL TRAINING	AUTO MECHANIC	24289.00	GR DVTE	12	1
SHERIDAN	VOCATIONAL TRAINING	BARBER TRAINING	15060.00	GR DVTE	7	1
SHERIDAN	VOCATIONAL TRAINING	BODY&FENDER REPAIR	16230.00	GRDVTE	12	1
SHERIDAN	VOCATIONAL TRAINING	BRICK MASONRY	14830.00	GR DVTE	8	1
SHERIDAN	VOCATIONAL TRAINING	DATA PROCESSING-120	1459.00	GRDVTEIC	16	1
SHERIDAN	VOCATIONAL TRAINING	DRAFTING-123	1946.00	GRDVTEIC	24	1

FIGURE 3.2 (Continued)

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INSTITUTION	SERVICE TYPE	REMARKS AND DETAIL	COST PER YEAR	SOURCE OF FUNDING	AVERAGE DAILY ATT.	# STAFF
SHERILAN	VOCATIONAL TRAINING	MEAT CUTTING	14757.00	GR DVTE	6	1
SHERIDAN	VOCATIONAL TRAINING	OFFICE MACHINE REPAIR	13101.00	GR DVTE	12	1
SHERIDAN	VOCATIONAL TRAINING	PIN SETTER MECHANIC	14326.00	GR DVTE	12	1
SHERILAN	VOCATIONAL TRAINING	SHOE REPAIR & CONSTRUCTION	17012.00	GR DVTE	10	1
SHERIDAN	VOCATIONAL TRAINING	WELDING-122	2530.00	GRDVTEIC	14	1
SHERIDAN	VOCATIONAL TRAINING	WELDING-123	2725.00	GRDVTEIC	10	1
			$307,671.00		224	24
STATEVILLE	OTHER	ADMIN COSTS FOR VT AT ST P DN	51802.00	DVTE	0	2
STATEVILLE	SECONDARY EDUCATION		0.00	GR	75	0
STATEVILLE	SECONDARY EDUCATION		35000.00		0	0
STATEVILLE	SECONDARY EDUCATION		0.00		0	0
STATEVILLE	SECONDARY EDUCATION		140000.00	GR	60	9
STATEVILLE	SECONDARY EDUCATION	BILINGUAL EDUCATION	12500.00	GR	50	0
STATEVILLE	SECONDARY EDUCATION	NOT INCL CAP &/OR START COST	30000.00	IIIESEAL	40	2
STATEVILLE	VOC COUNSELING		108862.00	COMP	120	9
STATEVILLE	VOCATIONAL TRAINING	ACCOUNTING/DATA PROCESSING	21676.00	ICCB DVT	38	1
STATEVILLE	VOCATIONAL TRAINING	AUTOMOTIVE SERVICES	25032.00	ICCB DVT	24	1
STATEVILLE	VOCATIONAL TRAINING	AUTOMOTIVE(BODY&FENDER/VW)	11500.00	GR	10	1
STATEVILLE	VOCATIONAL TRAINING	BARBER SCHOOL	11750.00	GR DVTE	38	1

FIGURE 3.2 (Continued)

FIGURE 3.2 (Continued)

MANPOWER INFORMATION REPORT

INSTITUTION	SERVICE TYPE	REMARKS AND DETAIL	COST PER YEAR	SOURCE OF FUNDING	AVERAGE DAILY ATT.	# STAFF
SALEM-VILLE	VOCATIONAL TRAINING	CULINARY ARTS	20524.00	ICCS D/T	14	1
SALEM-VILLE	VOCATIONAL TRAINING	MASONRY	11000.00	GR	8	1
SALEM-VILLE	VOCATIONAL TRAINING	PRINTING	14500.00	GR	20	1
			$606,640.00		517	29
VANDALIA	OTHER	ADMIN COST OF VT	12612.00	GR	0	2
VANDALIA	SECONDARY EDUCATION		0.00	ICCS	60	0
VANDALIA	SECONDARY EDUCATION		47000.00	GR	40	3
VANDALIA	SECONDARY EDUCATION	NO CAP &/OR START COST NOTOPER	15000.00	III ESEA	0	1
VANDALIA	VOC COUNSELING		24107.00	COMP	40	2
VANDALIA	VOCATIONAL TRAINING	AUTOB BODY	15000.00	DVTE ICC	14	1
VANDALIA	VOCATIONAL TRAINING	BUILDING TRADES	13000.00	DVTE ICC	12	1
VANDALIA	VOCATIONAL TRAINING	NURSE AIDE ORDERLY	8000.00	GRDVTEIC	6	1
VANDALIA	VOCATIONAL TRAINING	WELDING	18000.00	DVTE ICC	14	1
			$152,799.00		186	12
VIENNA	OTHER	ADMIN COST OF VT	63284.00	MDTA DVP	0	0
VIENNA	OTHER	STUDENT STIPENDS	54600.00	MDTA	0	0
VIENNA	SECONDARY EDUCATION		141000.00	GR	100	0
VIENNA	SECONDARY EDUCATION		118500.00	GR ILEC	80	8
VIENNA	SECONDARY EDUCATION	NOT INCL CAP &/OR START COST	28000.00	III ESEA	0	2
VIENNA	VOC COUNSELING		43375.00	COMP	40	4
VIENNA	VOC COUNSELING	NOT INCL CAP &/OR START COST	26500.00	GR DVRT	0	2
VIENNA	VOCATIONAL TRAINING	AUTO MECHANIC	26116.00	MDTA	17	1
VIENNA	VOCATIONAL TRAINING	BARBERING	17000.00	DVTE	18	1
VIENNA	VOCATIONAL TRAINING	BUSINESS MACHINE MAINT	19262.00	MDTA	17	1
VIENNA	VOCATIONAL TRAINING	CIVIL TECH (SURVEYING)	24003.00	MDTA	17	1
VIENNA	VOCATIONAL TRAINING	DRAFTING	17325.00	MDTA	17	1
VIENNA	VOCATIONAL TRAINING	EMERGENCY MEDICAL TRAINEE	6700.00	DOT	30	1
VIENNA	VOCATIONAL TRAINING	FOOD MANAGE-PRODUCTS&SERV	36791.00	GRDVTEIC	17	1
VIENNA	VOCATIONAL TRAINING	INDUSTRIAL ELECTRONICS	3000.00	ICCS DVT	15	1
VIENNA	VOCATIONAL TRAINING	MACHINE SHOP	30510.00	MDTA	17	1
VIENNA	VOCATIONAL TRAINING	ORNAMENTAL HORTICULTURE	15254.00	GRDVTEIC	18	1
VIENNA	VOCATIONAL TRAINING	WATER&WASTE WATER TECH	20192.00	GRDVTEIC	15	1
VIENNA	VOCATIONAL TRAINING	WELDING	54136.00	MDTA	34	1
			$750,626.00		452	28
			$2,815,922.00		2501	168

Average cost/client = $1132 (per year)
Teacher/Student Ratio = 1 to 15
% Need Met (Est.) = 65%

mitigate against vocational training during the earlier years of their incarceration), it can be safely said that the Department of Corrections needs, at minimum, 2,000 slots of academic education and 2,000 slots of vocational training.[39] When one compares the need with the current level of services one finds that the Department has roughly 65 percent of the resources that its population requires. Slots, of course, are training openings and not necessarily clients being trained.

These are gross measures of training and educational services; of course, training must be appropriate to the individual career plans of the offenders in question and, thus, the aggregate number of vocational training slots within an institution is, at best, a rough measure of the institution's overall capacity to meet the needs of specific offenders. We can conclude that the Department should expand its academic and vocational openings in order to more nearly meet the aggregate demand for such services.

Of course, the Department would like to be able to make such an expansion, but its current resources do not allow it to do so. As a result, one of several funding resources above and beyond its general revenue appropriations which the Department might use to create a manpower system that is responsive in scale to the volume of need would be the Comprehensive Employment and Training Act through funding under Titles I and III.

In order for new funding - - whatever its source - - to have maximum impact, it is important that the Department, working cooperatively with other manpower agencies, identify certain priority problems. In the course of discussions with departmental officials and with funding agencies who have been involved in the past with funding programs in the Adult Division

of the Department of Corrections, the following major problem areas were diagnosed.

Logistical Problems

Nearly all persons polled discussed logistical problems connected with past educational and vocational training efforts. Serious difficulties in maintaining reasonably full classrooms and/or in providing an adequately long teaching day were experienced in a variety of penitentiaries, particularly maximum security penitentiaries. The number of hours a week during which offenders participated in training probably averaged less than 20 hours per week during the last calendar year. In addition, there were time periods where general institutional lock-ups reduced to almost zero the number of hours a week that offenders were involved in training. As the instructors were retained on the payroll during this time period, the cost per client was disadvantageously affected by the general lock-up condition at several of the penitentiaries.

The logistical problems of programming in security institutions were discussed in chapter two. Most of the points concerned with logistics are valid concerns in Illinois and were specifically mentioned by manpower agencies as areas of past problems.

Coordination Between Services

Two types of service coordination seem particularly severe as problem areas. First, academic education was not well integrated with vocational instruction; in fact, at some penitentiaries there seems to be considerable hostility between the organizational units which provide these services. In addition, very little information is received by institutional officials on the post-release behavior of clients who have participated in

training and education. Although the Vocational Counseling Program is starting to receive feedback on the clients it places, this information fills only a small part of the total information need of the instructors and educators who have expended their energy and resources to provide for the vocational development of law offenders. Confusion about parole out dates and other problems connected with the transition of the offender from the penitentiary to parole supervision were also noted as problem areas. Few institutions have one person who controls all manpower services who can develop and implement a comprehensive design.

Quality Control

Concern was expressed about the quality of instructional services offered at a variety of sites within the Adult Division in both the academic and the vocational area. There seems to be a great deal of variation from program to program and instructor to instructor within the several penitentiaries. While any educational system has variations between instructors and programs, it was felt that the variation experienced in the Department of Corrections was excessive and that some programs were functioning at such a low level of professionalism that they did not constitute a realistic assist to the offender's employability.[41]

Discussions about the quality of programs are usually emotionally charged for both the accuser and the accused. As a result, it would seem that the Department might be well-advised to involve relatively disinterested parties in a thorough-going analysis of existing resources and staff. Such input would be readily available through the establishment of advisory councils for each of the major vocational programs and the

involvement in those advisory councils of employers, labor leaders, and instructional specialists from the Division of Vocational and Technical Education. Such task forces routinely do visit the institution for short-term analysis and these analyses mirror the comments that were made in this report and, thus, it would seem that the Division of Vocational and Technical Education would be well equipped to provide ongoing technical assistance to the School District as its needs might demand.

Pre-vocational Training

A critical gap in departmental programming (see figure 3.3, box 4) is the shortage of pre-vocational programming in institutions. Almost all vocational training currently offered is, at least on paper, of a highly technical nature. Much of it is college accredited.

Most offenders, however, are not "training-ready" when they enter penitentiaries. They have not explored - - in a hands-on setting - - career areas. While vicarious exploration (as in the Vocational Counseling Program) is helpful, shop experiences - - work internships and basic shop training - - are required as well.

Basic shop programs, combined with opportunities for offenders to work in maintenance programs as an OJT learning experience, correctional industries, and training programs are much-needed dimensions in correctional programming. Currently only Menard has any programming in this area.

In addition to noting these three major problem areas, the Task Force wanted to call attention to several specific "bright spots" in the Department's current programming.

MODEL PENITENTIARY MANPOWER SYSTEM

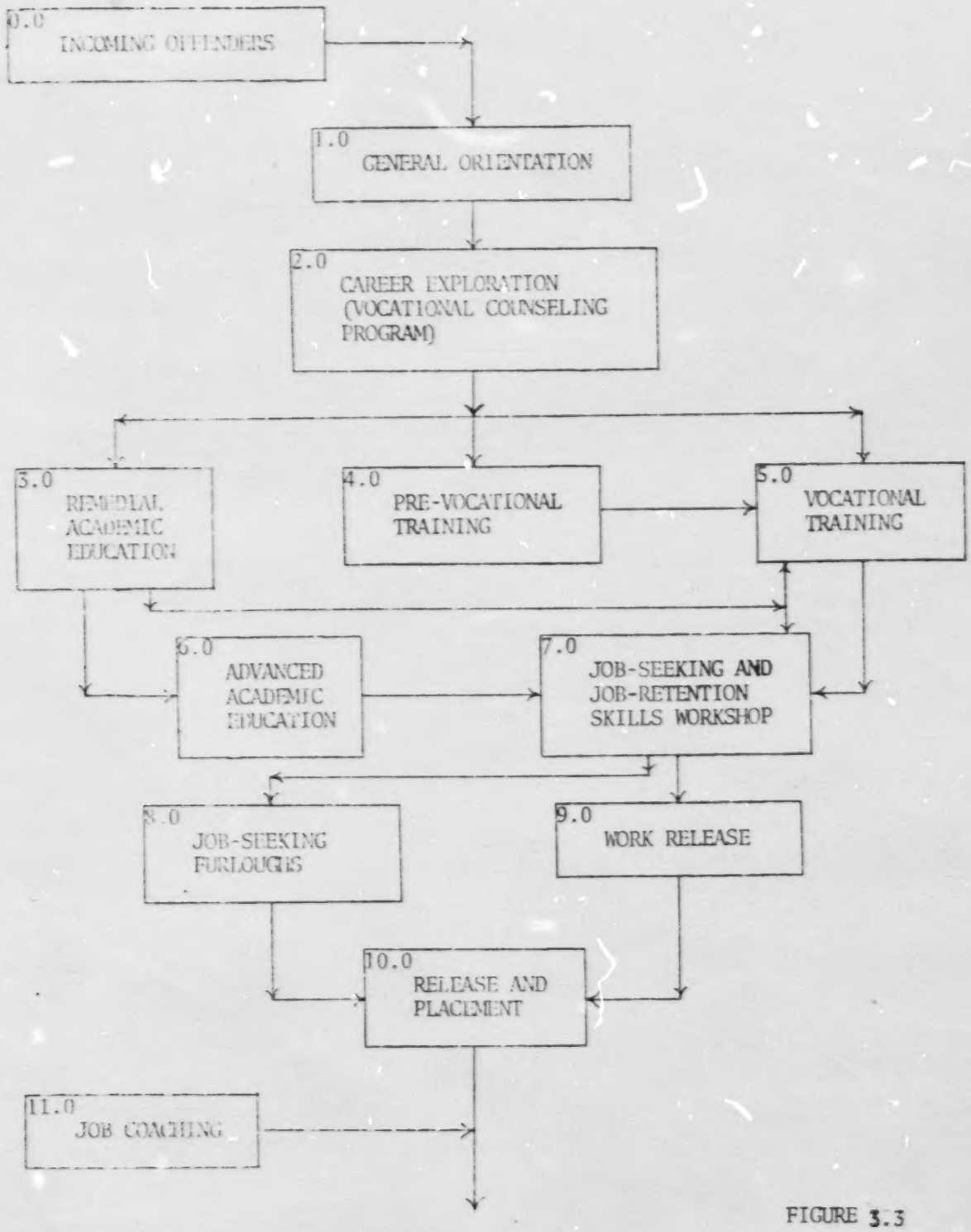


FIGURE 3.3

Assignment of Offenders

A historic area of difficulty within penitentiaries is the assignment of offenders to programming. With the development of a new casework model for correctional counseling and with the implementation of the Vocational Counseling Program, the Department will soon have available at each of its institutions a relatively systematic method for assigning clients. As noted earlier, training can never be cost-effective if clients involved in the programming are unable to utilize the services offered and/or if they are relatively disinterested in the area of training in which they have been slotted. As a result, initial assessment career exploration cooperative programs become important parts of an education model within correctional institutions. The Department is to be commended for its attention to this problem and for its several activities related to its solution.

Post-Release Follow-Up Services

Follow-up services, particularly those relating to job development and job coaching, have been an area of weakness in manpower programming for law offenders throughout the country. Until quite recently, this criticism was true of Illinois as well (although there is still considerable room for improvement). Four strategies have markedly improved the Department's capacity to place law offenders in training and employment relevant to their career plans. Those four efforts are:

(a) Operation DARE,

(b) Pre-Release Program,

(c) The Control Data Institute (CDI) Self Placement Program, and

(d) Parole officer services.

Operation DARE - - operated by the SAFER Foundation, a not-for-profit corporation based in Chicago, Illinois - - has provided placement services to over a thousand offenders since the beginning of its contract with the Illinois COMP Program. Previous to that contract and concurrent with that contract, it receives additional assistance through the Department of Corrections' utilization of Illinois Law Enforcement Commission action money. DARE provides a number of services to clients returning to the Chicago metropolitan area and is heavily utilized both by the Vocational Counseling Program and by the parole division of the Department. Its services include job placement, job development, job coaching, employer seminars, short-term loans and cooperative client services utilizing both DVR and JOBS-Optional as resource programs.

The Pre-Release Program of the parole division of the Department of Corrections has been instrumental in placing a number of offenders who are returning to areas outside of Cook County limits. Through a cooperative arrangement between institutional counselors and community resource development workers within the Pre-Release Program, a number of offenders have received services which are supportive to their educational or job plan. In addition, the Pre-Release Program has found housing and therapy programming for offenders who have needs in these and other areas.

The Control Data Institute Self-Placement Program operating at Vandalia (the State Farm) has made it possible for 50 offenders to successfully place themselves since the beginning of the year. This program differs markedly from most social service efforts in that it trains the clients to take primary responsibility for the development of their

own jobs, and as a result, puts substantially more control into the clients' hands than do traditional social service models.

A final - - and often under mentioned resource - - is the parole officer. Although Field Services Division activities have been relatively ad hoc (with the exception of the sporadic work of a small job development unit) individual parole officers continue to provide aid to individual offenders - - job leads, job coaching, supervision and good advice. Their efforts should not go unnoticed.

Let us now turn to an examination of the activies of the correctional institutions.

Institutional Programming

In the main, the programs and institutions operated by the Department of Corrections Adult Division fall into three categories: (1) those institutions and programs which are operating a manpower services system at a relatively high level of expertise and whose needs for technical assistance and funding are of a more sophisticated nature than the delivery of a basic service system; (2) institutions and programs which are in flux and are delivering manpower services at an intermediate level of expertise - - these institutions and programs, in the main, have certain hopeful signs, but at the same time, it is clear that, for the institutions to realize their full hopes in the manpower area, additional resources and/or technical assistance would be highly desirable; (3) a third group of programs are currently not providing manpower services as part of a systems design and require substantial assistance in order to provide a basic manpower services delivery system

under the mandate of the school district concept and the State's general manpower policy.

Let us examine each of these groups briefly.

In the first group of institutions - - institutions with an existing manpower delivery system - - only two of the adult division institutions are currently qualified:

1. Vienna Correctional Center and
2. Sheridan Correctional Center.

Both institutions are currently experiencing a shift in the nature of their client population.[42] Vienna Correctional Center is, for the first time, having to cope with the issue of coeducational penitentiary programming; Sheridan Correctional Center is changing from a juvenile institution to an adult institution. In both institutions, however, there is a tradition of academic and vocational training[43] and both institutions have relatively excellent manpower physical plant resources in the form of academic and vocational training space and a teaching staff of a size to be more or less adequate to the number of clients to be serviced within the institution. This is not to say that both institutions could not profit from enhanced resources and/or curriculum programmatic development; nonetheless, these institutions are clearly the highwater mark of the Adult Division and represent a level of service intensity and sophistication which is not equalled by institutions in other groups.

A second "tier" of institutions is composed of institutions which are currently in a state of flux but could be developed into full-service

manpower institutions. These are institutions which currently, however, have one or more serious problems, either in the scale, variety, or logistical delivery of services which make it impossible to classify them as first tier institutions. The four institutions in this group are:

1. Pontiac Correctional Center,
2. Dwight Correctional Center,
3. Menard Correctional Center, and
4. The Work Release and Community Centers Programs of the Parole Division.

Let us discuss briefly some of the assets and problems of each of these five service delivery institutions.

Pontiac Correctional Center has within it one of the better vocational training capacities - - the programs delivered through Joliet Junior College's vocational training programs.[44] The level of motivation of the instructors is high and the supportive services provided by the Vocational Counseling Program merit particular note. However, the vocational training program services only a fraction (20%) of the total population. There is reason to believe that, given the age and work histories of the offenders in question, this institution should be a particularly fertile institution in which to run a larger and more comprehensive training effort. In addition, academic services are neither well integrated with vocational instruction nor offered at a level compatible with the quality of vocational training of the Joliet Junior College program. As a result, substantial vocational instructor time is required to provide what is essentially remedial academic work to clients who would otherwise be unable to participate in training. The shortage of floor space in which to utilize new resources is an additional potential problem area.

Dwight Correctional Center is an institution currently in a state of flux because of its change in mission from the State's penitentiary for women to a coeducational institution for men and women. The physical plant of Dwight Correctional Center is a pleasing and attractive contrast to the traditional prison architecture. In addition, there is within the prison complex space which could be usable for more extensive vocational and academic training than is currently provided - - and such an extension of existing programming would be warranted by an expansion of the population base available for services. Under the leadership of the new superintendent, one can expect that manpower services will be a major area of emphasis. On the detrimental side, the instructional resources within the institution for vocational training are currently few and were developed primarily for an all-female population. As a result, substantial reprogramming and capital expenditure can be expected before the institution can meet the range of interests manifested by a coeducational population. In addition, any institution going through a substantial change in mission needs a period of months, perhaps years, before it has completed its "shakedown cruise". It can be expected that Dwight will experience numerous administrative and logistical problems in coping with its new client population before it develops systems which adequately provide for control and rehabilitative requirements.

[45]

Menard Correctional Center has a number of issues that it must confront before it can become as fully developed a manpower center as would be desirable.[46] Currently it has a high average daily population; and this high population, combined with a relative shortage of resources,

presents an administrative challenge. However, it has an unusually creative leadership and several capital resources: its vocational building and the shops therein may enable it to embark on vocational training on a more comprehensive scale more rapidly than some observers expect. In addition, the Menard Correctional Center is the only adult center which has a prevocational exploration program (operated by the Vocational and Technical Institute of Southern Illinois University). It has a vocational counseling unit and it has a number of possibilities for training connected with its industry program and with the maintenance of the physical plant (power house, water treatment facility, etc.). Menard and Menard Psychiatric Division may be places where manpower resources could be used unusually successfully if integrated into a total institutional program.

The Work Release Centers and Community Centers of the Adult Division are obviously potent manpower resources. However, work release has not served as many clients as most planners had originally expected, and its role in the Department's overall manpower program remains somewhat unclear. The Work Release Program requires two inputs before it can have as much of an impact on the re-integrative needs of offenders as it might desire.

The first important service is to identify the interface problems between work release and the correctional institutions including, perhaps, specific training/pre-release designs to be operated within the institutions to prepare men to use work release as successfully as possible. The second resource development area is in the area of making greater use of community-based manpower training resources, either as an adjunct to full time employment or in place of employment for certain offenders who need short-term vocational training prior to embarking on a vocation. In both

regards there is reason to believe that work release would be very open to new inputs,[47] and one area of services which may be worth serious exploration is the development of a manpower voucher system for use by work release clients and community center clients in realizing their vocational instruction needs.

As in any categorization, some institutions - - frequently through no fault of their own - - fall into a category which can be described as least well-developed in terms of manpower resources. This category includes four institutions. They are:

1. Stateville Correctional Center,
2. Joliet Correctional Center (Old Joliet Branch),
3. Minimum Security Unit (MSU), and
4. Illinois State Farm (Vandalia).

[48]

Stateville Correctional Center is a large institution which has many of the logistical problems common to maximum security penitentiaries with traditional architecture throughout the country. In addition to logistical difficulties within the penitentiary, which have limited the penitentiary's ability to deliver manpower resources, there are certain additional problems which bear mention. Perhaps the most important of those problems is the shortage of physical plant space which would be satisfactory for an expanded vocational capacity.

There are areas in which change can occur without major capital spending, however. The training possibilities of the correctional industry programming at Stateville have not been systematically exploited and as a result they represent an underutilized OJT resource. Maintenance assignments are another potential resource.

In addition, it is necessary to upgrade the relationship between academic education and vocational training and provide a systematic interface of a variety of manpower services (vocational education, institutional maintenance programming, correctional industries, academic education, cultural enrichment programming, and vocational counseling).

Until an overall manpower design has been developed new resources in all probability cannot be used any more cost-effectively than existing resources. Certainly the Stateville Private Industry Involvement Project and the computerized Management Information System that has accompanied that project, are hopeful signs toward developing some of the logistical support required for the more massive involvement of new resources from both public and private sectors.

Although the newly initiated orientation programming and career exploration programming (both operated by the Vocational Counseling Program) seem to be functioning satisfactorily, and although Joliet Junior College has been able to offer some programming within Stateville Correctional Center, the overview of the institution is that the vocational needs of offenders are not well met by the existing system. What is required for Stateville Correctional Center is a clear commitment to vocational training, the development of a logistical program which is supportive of that commitment, and the development of new resources within the penitentiary that would provide offenders with quality training options.

The Minimum Security Unit and the Joliet Correctional Center are both institutions which have little history of vocational training and relatively little physical plant in which to conduct such programs. One bright spot within the Joliet Correctional Center is the classroom building which provides classrooms of a better quality than is generally available in penitentiaries of that age and time.

At the Minimum Security Unit, Career Day, which has been in operation for two years, and which has been somewhat expanded in recent times, is a hopeful sign of involvement with the private sector and a commitment to job placement. The minimum security status of the institution, however, has not been exploited as fully as is desirable; relatively few offenders make systematic use of community-based manpower programming, even though their minimum security status would seem to make this a real possibility. Perhaps a voucher system would be useful at this institution to facilitate expansion of the resources offered by the Joliet community.

At the Illinois State Farm at Vandalia, management problems are inherently severe, and it should be noted that the administration of this institution has probably done everything that is humanly possible within the constraints of their task and the population they service to improve the situation. Vandalia has three major problems from a manpower perspective which limit its ability to deliver academic and vocational training services. These are:

1. A relatively high rate of flow of clients through the institution, with some clients spending less than four months, and many spending less than eight months in the institution. Such a velocity of client turnover (over a thousand new clients each year) makes programming extremely difficult and limits the instructional depth that can be achieved by training programs.

2. A severe shortage of instructional space which could be utilized for an expanded remedial, academic, or vocational model of instruction. This shortage of space means that capital construction costs - - always a staggering investment - - may be required before the institution can markedly expand the amount and variety of services it delivers.

3. A degree of conflict inherent in the operation of a state farm, between the institution's function as a production facility (growing, harvesting, and packaging food used in state institutions) and its function as an institution for training and rehabilitation. While these functions are not mutually incompatible for offenders who are interested in farming and food processing as careers, (this author doubts that there are many such offenders) it is nonetheless true that the farming effort is a constraint which forces the offender at certain seasons of the year to participate in farming to the exclusion of an opportunity to receive training.

A bright spot in the Vandalia manpower service picture is the existence of the Control Data Institute Self-placement Program model at Vandalia. Additionally, it should be noted that Lakeland Community College provides vocational training in welding and auto-body repair at the institution, and that these programs are legitimate vocations resources even though they are available to only a small fraction of the total population (5%).

Conclusion

It is necessary to note the following general points when discussing the Adult Division of the Department of Corrections. First, substantial investment over a period of years is required to develop a complex package of programs which meet the needs of the number and variety of offenders currently incarcerated. Secondly, the coordination between existing resources must be improved substantially before an expansion of resources

can be considered a cost-effective step toward the manpower system. In particular, within each institution a manpower plan needs to be developed which would be used to integrate services on a program-by-program and client-by-client basis. Also, manpower administrators must be held accountable at each site for the performance of the training/education services as part of a manpower system.

In addition, there is the need for institutions which suffer logistical problems in bringing offenders in contact with existing manpower services to develop specific logistical programs to meet these difficulties. An increase in resources, if accompanied by a further decline in average daily attendance, would not represent a cost-effective move on the part of the Department or the State of Illinois. No new vocational or academic programming should be undertaken until the logistical problems associated with client housing and offender movements have been addressed.

Programs currently offered are difficult for any of the several funding agencies concerned to evaluate because there is a relative paucity of general data but particularly of follow-up information dealing with the career relevancy, job retention, and earnings of offenders who have participated in manpower services. Periodic and in-depth analysis of the post-release experiences of graduates of the major vocational training programs offered by the Department would be most helpful to both the Department and to funding agencies.

Finally, many of the manpower services which are provided for offenders are also services in which correctional officers would like to participate. Adult Basic Education courses leading to GED completion and community college participation merit especially close study as possible service offerings. As a result the Law Offender's Planning Task Force has identified the need to provide correctional officers with more access to manpower services (both as part of an overall training design and out of avocational interest) as high priority and one which should be supported by funding under the Comprehensive Employment and Training Act.

Recommendations[49]

Clearly, several types of action are required to amalgamate the many current activities of the Adult Division's several institutions into an integrated functional manpower system.

1. Two of these actions are "in-house" problems for the department of corrections:

   A. The development of effective logistical support programs to:

      1) increase client contact with services, and
      2) reduce the constraints imposed by current housing rules on offender placement.

   B. The identification of a person within each institution who will develop goal directions for manpower, administer manpower services, and develop liaisons to field services and community resources (employers, unions, etc.).

Funding is recommended -- in the sum of $80,000 - - for the continuation of the Stateville Manpower Information System (SMIS). Similar efforts at other institutions should be explored after an evaluation of SMIS.

These logistical issues are issues which the Department and School District must confront and resolve in-house. If the resolution is that manpower services are a priority, the several manpower funding technical assistance agencies can and should support the department in a "fresh start".

2. The complexion of the department's facilities has changed markedly - - and for the better - - with a massive expansion (from one to three) of minimum security institutions. The Department is to be commended, especially since all of the "new" minimum security institutions are relatively close to Chicago - - the home town of most offenders. All three institutions (Sheridan, Vienna and Dwight) need financial help to "get off on a good foot" in their new missions:

A. Vienna needs new resources to cope with its newly co-ed population. Further, it does not have resources which can financially "carry" its major academic and vocational programs - - previously funded in large measure by the Manpower Development and Training Act and ILEC.

B. Dwight requires new vocational training funding and can be expected to require "one-time" start-up costs during FY 1975.

C. Sheridan needs limited assistance to switch over to and adult facility although it has quite a variety of existing quality resources.

The Department's new emphasis on heavily vocational, minimum security facilities is a historic opportunity for Illinois which must not be allowed to be crippled by fund shortages. Funding totaling $350,000 is recommended for three institutions.

3. Basic shop programs - - essential for quality career exploration and pre-skills-training orientations to technical skills - - are also a priority. A model curriculum and program should be developed, implemented and evaluated by March 15, 1975. Funding in the sum of $100,000 is recommended to develop and pilot the model, then expand the model to at least half of the institutions by June 30, 1975. Expansion of the Vocational Counseling Program's career exploration services - - stressing work release at the new minimum security sites - - is also recommend d with funding in the sum of $50,000 required.

4. Job placement assistance is a critical concern of all vocational training programs.

Operation DARE, which places nearly 1,000 offenders per year, is a particularly pivotal resource in the development of a manpower system. As a result, funding in the sum of $95,000 - - above the award anticipated from ILEC's 1974 plan - - is recommended.

JOBS-Optional has proven a useful program to facilitate ex-offender training and employment. Funding in the sum of $80,000 to continue JOBS-Optional for offenders in Chicago, East St. Louis, Peoria, and Quad Citites area, and Rockford is recommended.

5. As work release and job seeking furloughs are currently under emphasized parts of the Department's manpower system (see figure 3.3, boxes 8 and 9), their expansion is desirable. Additionally, work release clients need community based manpower services - - training and education - - which should be obtained by purchase-of-service agreements, perhaps even vouchers.

To facilitate greatly expanded use of job-seeking furloughs, $15,000 for offender travel, per-diem, and lodging costs is recommended. To expand by two the number of work release centers and to broaden the access of all centers to manpower resources, funding in the sum of $250,000 is recommended.

6. Guards are in need of services at the GED and community college level. Both their work performance and their attitude towards manpower services offered to offenders is undermined by their own lack of access. Training stipends to cover travel costs, tution, and other related expenses in the sum of $50,000 are recommended as a pilot project. It is recommended that interested guards be individually advised by the training academy staff of additional benefits under the Law Enforcement Education Program (LEEP) and/or the GI Bill for which they may qualify.

7. The involvement of private industry in corrections in many capacities is recommended. $100,000 to sign contracts with industry or with labor unions to provide training is recommended with the locale of training to be decided by the Department (a maximum security institution is recommended). $50,000 to continue the Fellowships in Corrections Program - - in which correctional personnel intern in a relevant private industry setting -- is also recommended.

8. Tools for clients not eligible for DVR assistance are a major stumbling block for offenders who are seeking employment in a skilled trade. $15,000 to establish a revolving tool fund for law offenders who need tools in order to work is recommended.

9. Lack of gate money, partly because there are few ways for an offender to earn money in the institution, has been a serious problem for many offenders. Not having enough money to pay the security deposit and rent on an apartment, to buy appropriate clothes for work, to get to work, and to buy food until that first check comes has sent any number of offenders back to property crimes. To prevent this return this program would be administered as part of a high supervision parole experiment. We recommend $50,000 to experiment with increased gate money for a group of parolees and to establish the effectiveness of a more liberal gate money policy.

10. Both within correctional institutions and during post parole training some offenders are forced to terminate occupational training prior to completion because of economic pressures. While some programs of study do provide stipends, we recommend that $100,000 be reserved to continue stipends for trainees at Vienna Correctional Center, to expand the stipend program to other facilities and/or for use by specially selected parolees. An ancillary effect of the stipend program will be to allow former correctional industry workers to participate in training without undue economic sacrifices.

Conclusion

While current manpower efforts are lacking in several important regards, this Task Force believes that departmental commitment to manpower training, combined with new funding in the amounts cited above, can enable Illinois to sharply improve its delivery of services. Outside funding in FY 1976 should not be counted on so general revenue funding for these program areas should be aggressively pursued.

CHAPTER FOUR: ILLINOIS JUVENILE JUSTICE SYSTEM

Within Illinois there are two major agencies at the state level concerned with the problems of juvenile law offenders. They are the Department of Children and Family Services (DCFS) and the Illinois State Department of Corrections. The two departments are discussed separately because their legal mandates and programmatic structures are quite different. However, there are certain philosophical trends which are common to both departments and which should be enumerated in order to give a basic understanding of the philosophical underpinnings that dominate youth juvenile justice services in Illinois.

Both agencies have a commitment to community-based youth service systems. In the case of the Department of Children and Family Services, the primary emphasis has been placed on diversionary strategies. In the case of the Department of Corrections, the primary emphasis has been placed on the administrative regionalization by combining existing facilities with enhanced cooperation between the parole division and community resources.

Both agencies have placed a high priority on manpower services for the youths under their care and custody. The Juvenile Division in the Department of Corrections spends approximately $3,000 per year per child on education and training. The Department of Children & Family Services is attempting to develop a variety of resources in the manpower field, including part-time and summer employment, skill training options, and reintegration programs to help youths return to school.

Both agencies are large direct service agencies. In the case of DCFS, 26,000 children are within their legal custody and care at any given moment. The Juvenile Division of the Department of Corrections deals with approximately 2,000 new offenders each year, and at any given time, there are 3,500 offenders under parole supervision by the family and youth counseling section of the Juvenile Division.

Let us examine the one joint program these two co-sponsor, then examine each department's existing services and problem areas.

Joint Children's Program

Many youths are not "single problem" youths -- they have difficulties which call for the services of several specialties.

Usually such youths "fall between the cracks" -- become the clients of no agency. Other times, such youths are referred -- sometimes in a circular pattern -- from agency to agency.

One program which seeks to avoid those problems is the Joint Children's Program -- co-sponsored by the Department of Children and Family Services, the Department of Corrections, and the Department of Mental Health. In the Joint Children's Program, twenty youths who are multiple service need clients are provided with intensive residential care at Tinley Park Mental Health Center.

A typical youth might be a DCFS ward with delinquent tendencies and emotional problems who is not yet either criminal or psychotic.

As with many hybrid programs, successes have been real -- but costs high. What is encouraging, however, is that a mechanism exists to prevent at **least** some clients from "falling between the cracks" -- not being serviced by any agency. Other "cracks" exist, however, and intensive efforts to find solutions - - hopefully inexpensive solutions - - are warranted.

The Juvenile Division: Department of Corrections

Within the Juvenile Division in the Illinois State Department of Corrections (see Figure 4.1 for the Illinois juvenile justice system), twelve institutions service 930 youths each day. Of these youths, 875 are male; 55 are female. Most are between the ages of 14 and 16½ years of age; most are from urban areas, and most are several years behind their age peers in basic academic skills (reading and math). Additionally, many of the youths have been diagnosed as having serious learning disabilities and behavorial problems, but only a few are borderline mentally retarded or neurotic. In the main, these youths are able to achieve, even excell, if given adequate services, direction, encouragement, and a challenging learning environment.

Three factors are particularly relevant when examining the educational challenge faced by the Juvenile Division of the Department of Corrections. The first, and perhaps the most pivotal, of these problems is the short average length of stay of institutionalized youths. Most youths spend less than six months in the Juvenile Division institutions, and as a result there is relatively little time for rapport to develop between instructional staff and students, and for institutional programming to redress the typical clients severe educational disadvantages. We do not, however, recommend an increase in average sentence as we believe institutionalization is damaging for many youths. In addition to the time constraints, the severity of the educational and behavioral problems posed by youthful institutionalized law offenders presents a significant problem for manpower planners. Many of these youths have had "failure experiences" in public school education and in remedial programs; at least for traditional educators.

ILLINOIS JUVENILE JUSTICE SYSTEM

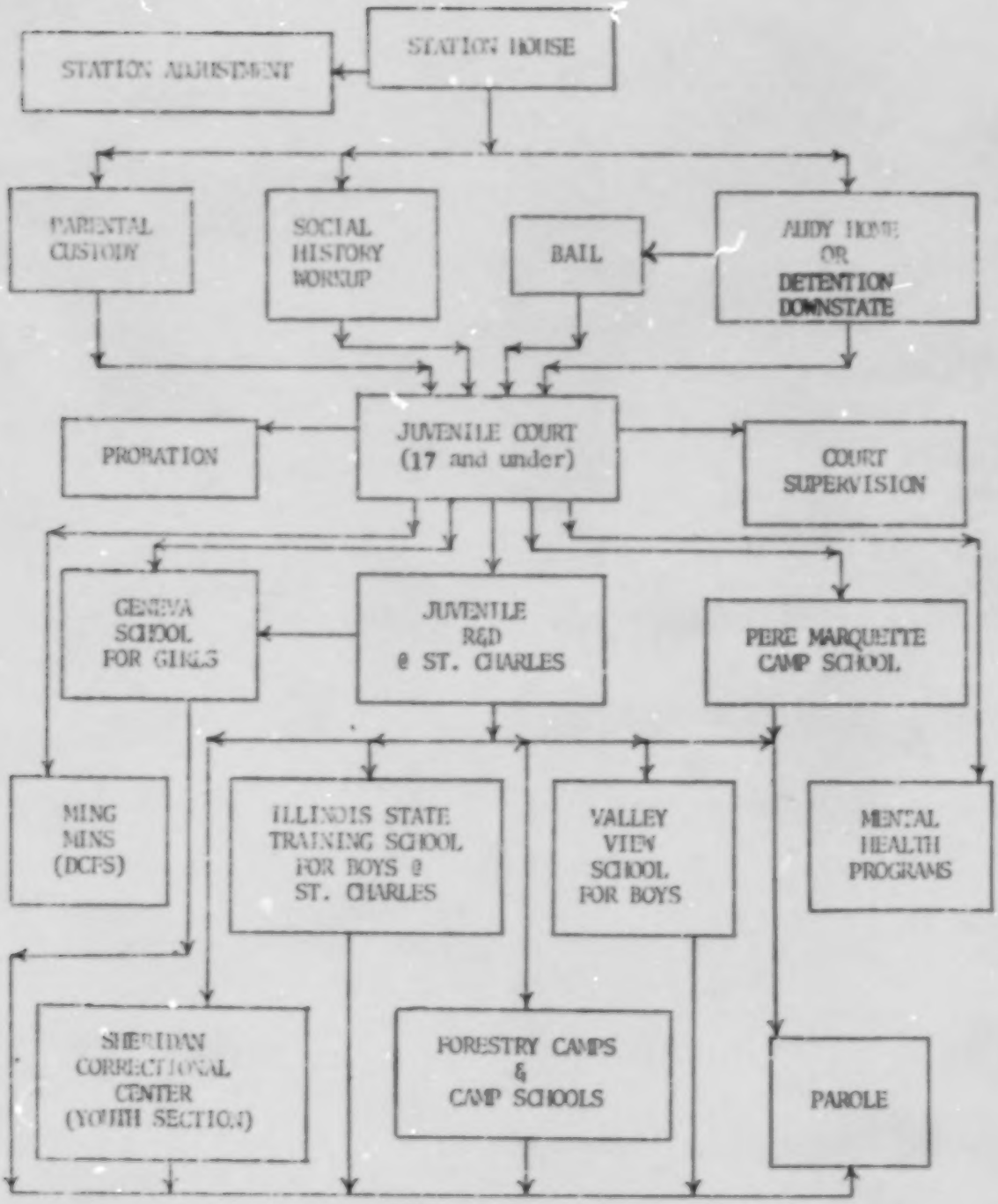


Figure 4.1

These youths are on the "hard-to-educate" end of the student spectrum. When such youths are placed in close proximity within insititutions whose facilities in some cases are dated and/or in need of physical repair, it is a foregone conclusion that tension between youths, between gangs, and between staff and youths as well as behavioral problems growing out of these tensions, will severely limit the flexibility of the institutional programming. This lack of flexibility must affect the educational program because the educational program is but one of several major activity areas within a large complex package of activities, constraints, and services.

A third problem which the Juvenile Division faces is its need for staff development. Currently within the Division there are a number of levels of competence of staff at each of a variety of direct service levels. Within certain educational programs, for example, the degree to which the Department can implement new and innovative strategies is limited by the skills of instructional staff. Current staff members have seldom been exposed to systematic in-service training and, as a result, it is unclear whether this staff will ultimately be able to function as part of a sophisticated manpower program. Additionally, there is a morale problem in some of the institutions. Over a period of two years, the Juvenile Division has reduced the number of institutions it operates from 19 to 12; it seems clear that this reduction by more than 30% has raised fears in a number of employees' minds that they may soon be unemployed....this naturally undermined morale. These fears are exacerbated by a feeling of frustration stemming from the fact that some institutions have been asked to take on new responsibilities such as handling more delinquent kids and/or increased numbers of students without a concomitant increase in the resources and staff available for such a task. Because low

staff morale limits the staff's capacity to responsively and responsibly meet the needs of juvenile offenders, it is important that skill deficits and attitudinal and emotional feelings of staff be addressed by a staff development program.

Basic Model of Education

Working with juvenile authorities and building on the foundations of innovative programs initiated through grants from Title I (Elementary and Secondary Education Act) and the Division of Vocational and Technical Education, a basic model of career education has evolved. This model has five major components:

1. A new and intensified focus on career exploration and basic skills development including a hands-on/work exploration program.

2. A focus on the three R's -- a return to basics so that youths can compete in a labor market which requires rudimentary skills in math and reading.

3. Enhanced pre-release programming, stressing training in such areas as job acquisition and job retention skills and parole programming which provides supportive job development and coaching services.

4. Regionalization of institutions to facilitate ongoing contact between the youth and his family and community during his incarceration and to ease the traumatic shock of community reintegration.

5. Purchase of service agreements with existing manpower resources to supplement services offered through "in-house" educational efforts.

Each of these trends is an important step forward for the Department and they merit brief discussion.

A focus on intensified career exploration and "hands-on" work exploration is responsive to the short average length of stay of clients in the Juvenile Division. Clearly, within a six-month period, it is not possible for a youth

to identify a career interest area and to develop a significant level of vocational expertise. As a result institutions are well advised to provide the youth with a variety of experiences which can be helpful in identifying a vocational parole direction and in pinpointing the community-based manpower resources that need to be brought to bear to actualize that parole plan.

A return to basic reading and math skills as a focus for education is a nationwide trend and corrections is, in some senses, only mirroring what is a widespread realization: that the education and experimentation of the late 60's has not necessarily provided youths with skills that they require to obtain renumerative and legal employment. As a result, emphasis on remedial academic instruction using the most up-to-date method possible is an appropriate and necessary focus of instruction for youths who are, on the average, three to four grade levels behind their age peers.

Focusing on job acquisition, job retention and supportive job-related skills just prior to release is an obvious adjunct to the intensified focus on career exploration; more systematic reintegrative programs would be of aid as well.

Vocational training in and of itself should be reduced in emphasis because youthful offenders cannot, in the short period of time available in most youth centers, learn enough about any given occupation to become proficient in the job market. By focusing on career exploration, job acquisition and job retention skills and by providing job development and job coaching services, offenders can be released into work and study settings which will allow them to learn, in an on-the-job-training environment, the specific vocational skills they need to maintain employment in a semi-skilled trade.

The importance of follow-through after release cannot be over-stressed and this report proposes a voucher-based parole program.

Regionalization of the facilities so that youths are incarcerated at a site geographically close to the community in which they live not only facilitates more frequent contact between the youth and his family, but also facilitates the reintegration of the youth into his home community. In addition to facilitating reintegration, such centers and camps should utilize community-based manpower resources -- such as community colleges and area vocational centers -- more extensively to provide services to offenders during their incarceration, on a study-release status, by purchase of service contracts, and as an alternative to incarceration.

Purchase of service agreements with existing manpower resources, a notion alluded to above, can not only provide a wider range of services for offenders, but can allow for a lower cost per client. Purchasing services in the market place would allow several institutions to up-grade their pre-vocational training capacity as well.

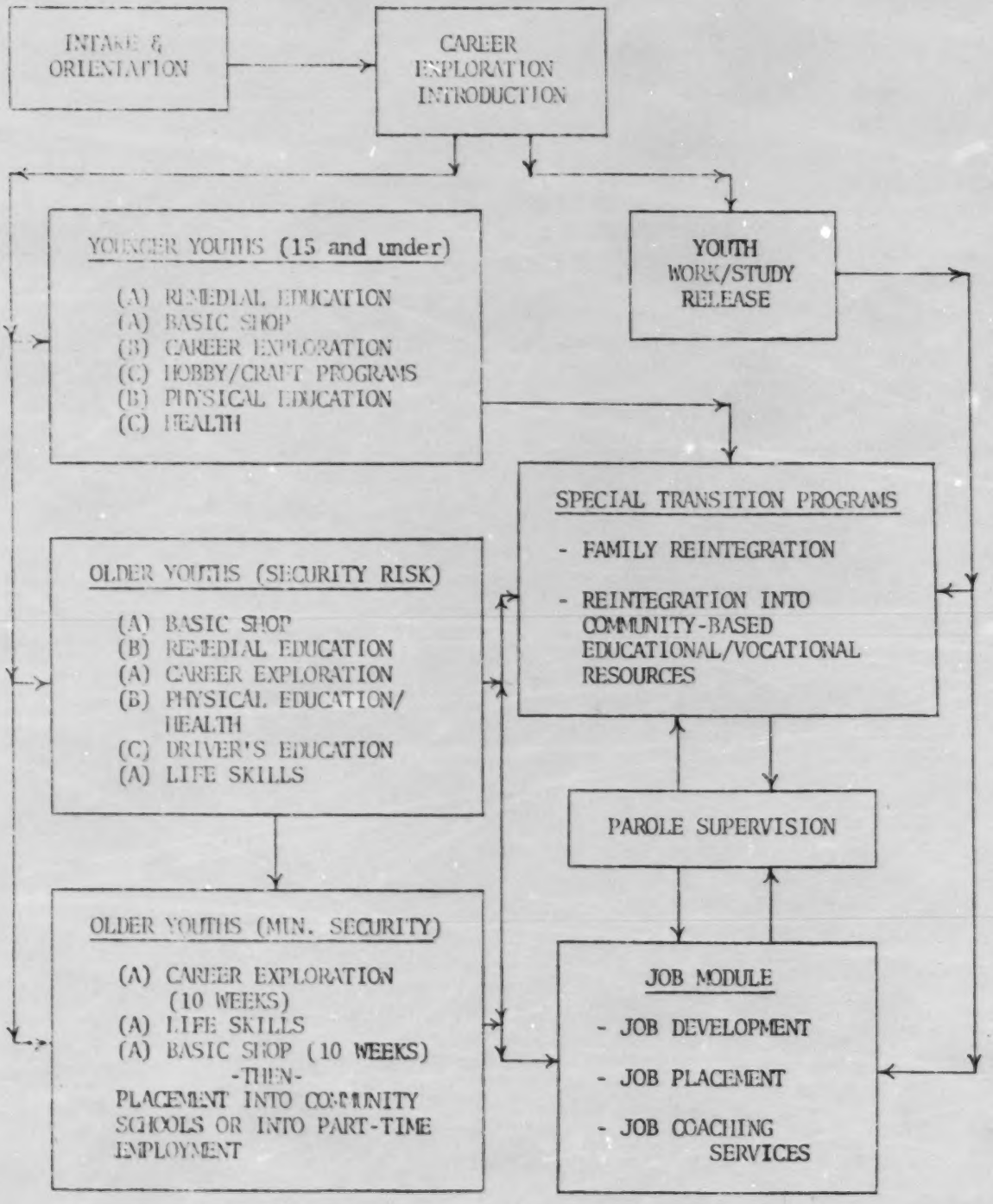
Given these basic facts about the problems faced by the Juvenile Division, the basic philosophical directions and the generalized model of education (Figure 4.2) let us move now to a brief discussion of each of the major institutions within the division (see Figure 4.3).

The Illinois State Training School for Boys (colloquilly known as St. Charles because of its location in St. Charles, Illinois) is the largest of the State's juvenile institutions.

At this institution, there is more hope for developing a comprehensive manpower model than at any other.[50] The reason is the size; the institution

- MODEL -

JUVENILE MANPOWER SYSTEM (INSTITUTIONALLY-BASED)



(A) = 5 days per week; 80 hours per month minimum.

(B) = 2-3 days per week; 40 hours per month minimum.

(C) = 1-2 day(s) per week; 20 hours per month minimum.

Figure 4.2

INSTITUTIONS OPERATED

BY THE DEPARTMENT OF CORRECTIONS

(JUVENILE DIVISION)

1 - ILL. STATE TRAINING SCHOOL FOR BOYS

2 - ILL STATE TRAINING SCHOOL FOR GIRLS

3 - VALLEY VIEW BOYS' SCHOOL

4 - DUPAGE BOY'S SCHOOL

5 - CHICAGO PROGRAM CENTER

6 - CHANNAHON YOUTH DEVELOPMENT CENTER

7 - HANNA CITY BOY'S SCHOOL

8 - PERE MARQUETTE REGIONAL CORRECTIONAL CENTER

9 - DIXON SPRINGS YOUTH DEVELOPMENT CENTER

10- MISSISSIPPI PALISADES YOUTH DEVELOPMENT CENTER

11- KANKAKEE YOUTH DEVELOPMENT CENTER

12- VAST

Figure 4.3

simply has a large enough population and physical plant to support a relatively complex program model. All of the other institutions must look to enhanced coordination with community-based manpower resources if they are to provide an adequately diverse learning environment for their population. As we shall see, several institutions have already pioneered such tie-ins with the community.

At St. Charles, two major functions are discharged for the entire Juvenile Division. The first function is the function of a reception and diagnostic (R & D) center (A function heretofore accomplished by sending youths to the juvenile reception and diagnostic center in Joliet, an institution now being reporgrammed for adult use.). The reception and diagnostic phase usually entails only three to seven days of assessment services. A DVR vocational assessment is made as well. At the end of this period, the offender is transported to the institution which can (presumably) best serve his needs, or he is moved into the general population of St. Charles.

For youths who stay at St. Charles after the R & D phase, there is both an academic and a vocational program. The comments about problems in staff morale mentioned earlier are appropriately applied to St. Charles because this institution has recently had a very difficult organizational history. With the naming of a new Director of Education and with the active cooperation of the stafff services personnel with the Juvenile Division for expanded instructional programming, outside observers hope that the functioning of the Illinois State Training School for Boys in the manpower domain will improve.

Discussions with St. Charles officials indicate a curriculum which makes maximum use of existing vocational resources by reprogramming those resources at

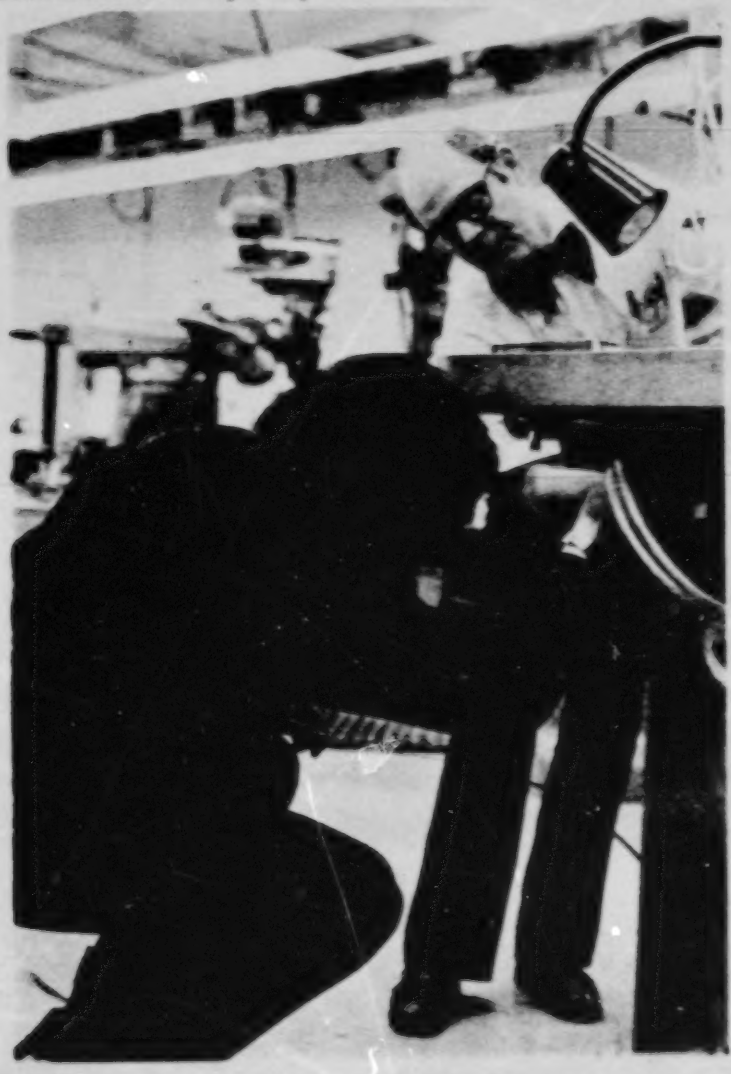
least for a few periods a day into short-term, pre-vocational exploration classes would be most useful. In addition, if St. Charles combined its youths with others drawn from Geneva and Valley View, they all might participate in expanded programming at Elgin Community College in specialized training areas and in general career exploration exercises -- similar to those which the Elgin Community College already operates for youths at Valley View Boys' School -- efforts which could increase variety.

Valley View Boys' School, which maintains a maximum capacity of just under 200 juveniles, has been very successful in developing a program which includes several different manpower delivery systems. There are three major service areas within the institution that bear mention so as to highlight the ways in which this institution represents a model for several emerging trends in youth correctional education.

An academic education program which operates for approximately 159 of the 200 residents provides a broad range of secondary education services in a seemingly professional and up-to-date fashion. The average age of the instructors is quite young and their level of commitment to youthful offenders seems genuine and relatively intense. In addition, the physical plant is largely adequate, with the exception of the need for additional sound-deadening in certain general (open) areas, which are used simultaneously by several classes of students.

The major physical plant deficit of the Valley View Boys' School is that it has no vocational programming or shop space in which such programs could be initiated. Rather than embark on a program of capital construction, the institution decided in 1972 to investigate locally available manpower services, which could be purchased through contractual arrangements. One of the resources that

was identified as being the most eager to become involved with youth corrections was Elgin Community College and, cooperatively, the School and the College developed a curriculum of special pre-vocational training resources which could be utilized by the older youths at Valley View at the Elgin Community College site in Elgin. This program, which has received funding from the Division of Vocational and Technical Education, the Illinois Community College Board, and the Illinois COMP Program, has serviced nearly 200 youths and is thought of by some observers to be a highly successful experiment with the contractual utilization of community-based manpower resources developed specifically for youthful offenders.



Machine Tool instructo assisting student in Pre-vocational Guidanc Program at Elgin Community College

In addition to the academic and vocational resources discussed above, the institution has a reintegrative program called the "institutionally-based counseling continuum." The "institutionally-based counseling continuum" is designed to facilitate the reintegration of youths into their communities by providing them with what would be called in a medical program "outpatient care". Youths are released to live at home in their communities during weekends and return only on weekdays in order to participate in institutional programming. The youths are provided with counseling in the community and group sessions at the institution. The program is intended to progressively foster a greater responsibility on the part of the youthful offender for his behavior in the institution and the community.

As has been the criticism in the Adult Division (and is the criticism in general of American education), the integration between these three services has been less than optimal. Although the Valley View Boys' School would have to be considered the model institution in Illinois, and probably one of the most creatively programmed institutions anywhere in the country, this is not to say that attention to the interface between program areas will not be necessary to enable it to move to an even higher level of service delivery.

The Illinois State Training School for Girls [51] in Geneva -- as its name implies -- is the only institution in which young women are housed. Partially because of the development of additional community alternatives, and partially because judges are reluctant to institutionalize young women, the population of this institution has dropped significantly during recent years. As a result, it is currently the most costly juvenile institution to operate. The Geneva School for Girls has 50 girls at the current time and has augmented its population by becoming co-educational with between 50 and 75 boys in residence. Of this number, approximately 25 young men are housed in a maximum security cottage and

are not allowed to participate in program services. Except for a few hours a day during which these 25 young men are fed and take part in recreational activities, they would be considered maximum security clients as they are housed in individual cells.

The remaining population, approximately 100 youths of both sexes, is too small for a full range of manpower services to be developed on the grounds. In addition, a co-educational institution needs an even greater diversity of training programs and vocational exploration work stations than a single sex institution. As a result, comprehensive programming on the grounds for Geneva is probably impractical. This institution should be considered a prime candidate for cooperative contractual tie-ins with community-based manpower resources. The high school level programming offered at Geneva should be retained as a basic educational resource for youthful offenders requiring tenth, eleventh, and twelfth grade instruction. Career exploration and enhanced vocational counseling would also be highly appropriate.

Other Institutions

The bulk of the population of the Juvenile Division resides in the three institutions discussed so far. In addition, a number of smaller institutions and camp schools are operated by the department. Some of these institutions are extremely small, with average daily populations of only 30 or 40 young men. These institutions quite clearly cannot offer either comprehensive educational or vocational opportunities. As a result, they must be considered candidates for contractual tie-ins with manpower services available in the community and/or for intensive pre-vocational training. Several institutions have already undertaken such tie-ins, but there is a certain redundancy of programming with train ing resources being available both on the grounds and off the grounds, thus producing a relatively high cost per client.

Pere Marquette is the large camp school near St. Louis which is piloting the regional correctional model (administration will be through the Field Services Division, rather than the institutional services division of the juvenile authority) which the department hopes to implement on a wider basis. This institution has specific programmatic tie-ins with the St. Louis community and is experimenting with enhancing the level of post-release job-related supportive services that it can provide for youths.

Mississippi Palisades Youth Development Camp has been identified as the institution which will next undertake a regional role. It is projected that it will become a regionalized facility shortly.

Other institutions can play a somewhat more community-focused role than has been the case in the past. However, with the majority of youths being committed to the department residing in the Chicago metropolitan Area, it is clear that the largest single issue for the department to confront is strategies for reintegrating youths into the Chicago environment after their release. Several programs are currently operating which are designed to facilitate this reintegration. The Chicago Board of Education has recently received a grant from the Illinois Law Enforcement Commission to establish special programs to reintegrate youths into Chicago educational institutions. In addition, the Juvenile Division operates a facility (called the Chicago Program Center) which specifically confronts the problems of youths returning to Chicago and provides, through its AYDS (Aids for Youth Development Services) vocational program, assistance to youths who have vocational and pre-vocational needs.

The Division of Vocational Rehabilitation operates on funds several major program efforts in the smaller institutions of the Juvenile Division.

Particularly significant are services provided to youths in several forestry camp (Pere Marquette, Dixon Springs, Mississippi Palisades, and Kankankee Centers) which are of a vocational/pre-vocational nature; funding totals $520,000.

Additional, post-release services are offered to clients qualifying for such services prior to parole.

The need for reintegrative services into family living has been addressed by the Illinois COMP Program's Family Reintegration Project and through the "counseling continuum" program operated cooperatively with Model Cities. In the "counseling continuum" program, a single worker provides services both in the institution and after release. It was hoped that by having only one person involved with the youth's case that the transition to the community can be smoother, more systematic, and less ambiguous for the client involved.

The overview of the Juvenile Division, therefore, is a division which has a variety of resources, both capital and programmatic, which is going through a painful transition period. Many institutions are unclear about their future roles. It is unclear how many youths will be committed to the Juvenile Division of the Department of Corrections in future years, as community alternatives to correctional institutions increase in number. The cost per client of institutions is high

enough that substantial concern has been evidenced in many quarters about the efficacy of youth institutional care. Nonetheless, there is substantial potential in the Juvenile Division to be developed and there are youths for whom there are no suitable alternatives at the present time. For these youths, a comprehensive pre-vocational program with intensive supportive services is the most appropriate strategy; this is precisely the direction in which the Department of Corrections is moving.

Recommendations

1. Before long range planning can be achieved, a clearer picture of certain aspects of the department's plan must emerge.

   A. Which institutions will continue to provide services to juveniles in FY 76 and 77?

   B. What missions, clients (number and types) and resources will each have?

Additionally, each institution should assess the community-based manpower resources (OJT and contractual-service, etc.) in its area to determine what resources might be brought to bear on institutional needs. Once this data is collected,true long range planning can begin. In the short range, however, certain priorities are clear.

2. Facilitation of the Division's regionalization design by providing funding in the sum of $120,000 for community-based jobs development/ coaching capacities in East St. Louis, Peoria, Rockford, and Rock Island is recommended. Such funding should be conditional on a clear enunciation

of family and youth counseling duties vis-à-vis any "new players" such as job coaches.

3. The enhanced involvement of the community and its manpower resources in youth corrections is recommended. $28,000 is required to continue the Elgin Community College Prevocational Guidance Program; an additional $20,000 is recommended to expand the program for use by Geneva and/or St. Charles residents. Vouchers to be used to purchase class slots for both institutionalized and paroled youths in the sum of $100,000 are also recommended; these funds may also be used to initiate cooperative work/training programs where most appropriate.

4. Funding for St. Charles to partially reorganize existing shop programs into a prevocational exploration package and to expand its prevocational resources in the sum of $20,000 is also recommended. These funds may also be used to create a career exploration curriculum - - perhaps similar to the Adult Division's Vocational Counseling Program.

5. Funding in the sum of $100,000 (as a one-time cost) is recommended to allow the Division to continue several programs of a vocational nature which are currently jeopardized by unexpected, sudden decreases in support from other quarters. It is the belief of the Task Force that, if the division evaluates its current efforts over the next year, and if it aggressively reorganizes existing resources, it will be able to deliver a comprehensive education model at a lower cost in FY76 than its projected

costs (including the funds cited in 1 - 4 above) for FY 75. The Juvenile Division's needs are organizational as much as financial. As a result, total recommended funding is relatively low, emphasizing re-integrative services, career exploration and regionalization.

The Department of Children and Family Services

Under Article 5,705-2 (5-2) of the revised Juvenile Court Act (entitled "Kinds of Dispositions") as well as under Chapter 38, Section 1003, Article 10 of the Illinois Unified Code of Corrections, the Department of Children and Family Services is authorized and in some cases required to accept for care and treatment delinquents and minors in need of supervision so referred by a court authority.

The Department of Children and Family Services feels that the court, following the relevant standards and goals for juvenile justice which emphasize differential programming and reintegrative concepts, seem to be referring or at least willing to refer more youths to community-based treatment or alternatives than has been the case historically. As a result, a primary thrust of the Department of Children and Family Services is to increase the number of community-based options to traditional criminal justice alternatives (primarily institutions) which judges have available to them for diversionary and alternative utilization.

It is the belief of the Department that youths within its custody are best serviced by the least drastic intervention strategy which is consistent with the demands of community safety. As a result, wherever possible,

placements into community resources including placement into the family or a family surrogate (for example, a group home) are emphasized. Enhanced utilization of community resources such as academic schools, area vocational centers, community colleges and on-the-job training are policy options which the department also seeks to expand and of which it hopes to make much fuller use.

Because the Department of Children and Family Services feels that it has a responsibility to respond effectively and with a variety of alternatives to increased referrals from courts and other criminal justice agencies and because it wants to accelerate and assist in carrying out the changes recommended by the committee on National Goals and Standards, the Department of Children and Family Services has conceptualized programs which are specially geared to deal with troubled youths. For planning purposes, the Department has separated these new program thrusts into three groups. Let us discuss each, one by one.

The first major service area is pre-adjudication services - - services provided to youths and their families referred on a delinquency petition to the court, but prior to adjudication of the specific charges involved. In relation to youths who are intercepted in this point in the criminal justice system, the Department intends or currently offers two major services.

The first pre-adjudication option is the utilization of the Department of Children and Family Service's Bail Bond Project. This project is financed entirely by non-public money and provides a fund for the posting of bail bonds for those youths who are DCFS wards on whom delinquency petitions

have been filed with a court and who, in the opinion of the Department, are able to assume responsibility for appearing at trial without confinement.

For other youths who are to be confined prior to trial, a Detention Alternatives Project is planned for implementation in 1975. It is envisioned that the project will provide community-based alternatives to incarceration in a county detention building for those youths referred by the court whom the court has determined do not require a totally secure detention placement prior to the court adjudication hearing. These youths can be serviced more humanely and potentially diverted from the system if placed in an alternative center and it is to this end that the Department of Children and Family Services is working to implement the detention alternative project.

For youths who cannot be diverted pre-trial, the Department of Children and Family Services has developed several post-adjudication services. Again, many of these projects are not yet operational, however, a timetable does exist for implementation and these services should be seen as practical alternatives to traditional sources.

Each of the several services (to be discussed in detail below) is characterized by a capacity to provide services to youths in a relatively individualized fashion. The services are tailored to the youth after an assessment of his needs and after an assessment of his degree of penetration into the juvenile justice system.

It should be emphasized that the Department of Children and Family Services does not expect that the classification system which would allocate

youths to the five programs discussed below will be highly sophisticated instrument. Instead, emphasis has been placed on developmental needs and actual delivery of services including those related to vocational career planning and youths may, on occasion, be placed into programs on an experimental basis. As a result, the reader should not feel that there will necessarily be marked differences between the types of youths serviced by each of these programs although, of course, efforts will be made to tailor the participation of the youth in any particular program to his needs so as to deliver necessary services at a competitive cost.

The first of the five programs being implemented for post-adjudication youths is the Required Services Project. The Required Services Project is a project which revolves around the development of a short-term (six to 18 week) treatment and placement plan for youths who have been adjudicated as minors in need of supervision (MINS) and/or for adjudicated delinquents under 13 years of age who are referred to DCFS pursuant to Article 5-2 of the Juvenile Court Act. This project features an intensive short-term effort to intervene in the youth's life -- and particularly his relationship with his family -- before the dysfunctional patterns which brought the youth into the criminal justice system have become more unresponsive to services and while reintegration is more feasible. In cases where family disorganization is extreme, alternative longer term housing plans may be arranged for the youth. This project is scheduled for implementation in 1975.

The Juvenile Probation Support Services Project provides supplemental short-term treatment or placement for less chronic juvenile offenders placed on formal or informal probation by a court authority. Clearly, the access of youths to these services is seen as a way to encourage the greater use of probation and,

as a result, this project is, in some senses, diversionary. The services provided are supplemental to the probation officer's regular duties and, as probationary caseloads are frequently large, these services are intended to allow for a more highly directed probationary experience for the youth. Again, this project is scheduled for implementation on a pilot basis during 1975.

The Unified Delinquency Intervention Services Project is designed to provide for a network of post-adjudication community-based treatment and rehabilitation alternatives for chronic delinquent youths convicted of less serious felonies or "status" offenses who are referred to the project by the court in lieu of institutional commitment. Project implementation will begin in the Fall of 1974.

The Juvenile Offenders Services Project provides a network of post-cative community-based intensive treatment alternatives for delinquent youths. The youths selected for this program will be those convicted of serious offenses who are referred to DCFS in lieu of institutionalized confinement. This project will be implemented in October of 1974 and is aimed at servicing a relatively hard-core population.

The DCFS Wards Reclamation Project is the final element in the five-pronged attack on the needs of the post-adjudication youth which the Department is currently mounting. The Wards Reclamation Project will develop alternative intensive community-based treatment services for children who are DCFS wards and who are presently committed to institutions -- primarily those within the Juvenile Division of the Department of Corrections. It is expected that such youth can be released with the permission of the Parole and Pardon Board to participate in community-based services supervised by this project and operated with strict

accountability to the parole and pardon authorities.

As the reader can see, the youths serviced through the post-adjudication option discussed above clearly range from delinquents with relatively minor behavior problems through youths who have traditionally been dealt with almost solely through institutionalization. The Department of Children and Family Services projects will undoubtedly be carefully watched by youth authorities both within Illinois and around the country to assess the differential utility of such services for youths with markedly different behavioral problems.

In addition to the youths discussed above, there are a series of special programs which the Department of Children and Family Services intends to operate. These programs focus on a particular need of juvenile offenders or on a particular program solution. Youths enrolled in the projects discussed below may be involved simultaneously in the projects cited above. The specialized programs discussed below should be considered experimental thrusts at developing a more workable juvenile justice system and, as a result, will be carefully scrutinized. An evaluation of these special programs as well as the programs discussed above will be carried out by the University of Chicago and Northwestern University in consultation with the Criminal Justice Institute of Harvard University.

The first specialized program is a Restitution Program. The Department of Children and Family Services plans to develop an experimental system of voluntary contractual repayments procedures through which the victims of selected property crimes by youths referred to the Department of Children and Family Services will be compensated by the youthful offender in part or in full for the damages they have suffered.

An additional thrust of the Department of Children and Family Services will be a specialized Manpower Services Program for law offenders referred to the Department of Children and Family Services.

Because the youths in the custody of DCFS are primarily community-based it will be possible to involve youths in community-based manpower resources, alternative high schools, and on-the-job training to a very great extent. The funds requested for the experimental manpower program will be used for both adjudicated and diversionary youth and have as their foundation the contention that manpower programs are most effective when delivered at a community level and integrated with resources that the youth can utilize after he leaves his status as a ward of the Department. Primary emphasis will be placed on a voucher system for purchasing services in the civilian manpower and education communities.

Conclusion

The Department of Children and Family Services which has a relatively broad departmental mandate has recently identified as a key policy thrust the purveying of services to youths who are law offenders. As a result of this departmental interest, a variety of programs to service such youths has been developed and is now in the process of implementation. Clearly, these services are in some senses competitive with and in some senses supplemental to services which already exist in the criminal justice system.

The primary point of competition is between traditional, largely institutional alternatives for juveniles (programs which, in the main, are operated by the Illinois State Department of Corrections) and the major focus on community alternatives to incarceration which underlies the Department of Children and Family Services' activities. The services provided to youths diverted either pretrial or on probation are, in the main, supplemental to existing services which may

be offered by certain probation officers as individuals or through certain probationary districts.

One important issue in the manpower literature both for juveniles and adults has always been the variable efficacy of these services at a variety of points in the criminal justice system. With the experimentation proposed by the Department of Children and Family Services and with the upgrading and systematizing of the resources provided by the Juvenile Division Department of Corrections such a "test case" is possible in Illinois to a greater extent than almost any other state.

As a result; the effectiveness of the services delivered by both agencies of state government will be one of the major focuses of attention for evaluation efforts by the Correctional Manpower Services Unit of the Illinois Law Enforcement Commission.

Recommendations

1. We recommend that $100,000 be provided for diversionary manpower vouchers for older juveniles who are training ready, but who have no specific skills which would enable them to receive immediate job placement. Most of these youths should come from the Cook County areasas this area has a serious juvenile unemployment and crime problem.

2. We recommend funding in the amount of $90,000 to provide for the participation of delinquent youths in alternative high schools which have been identified as being more responsive to the educational needs of the youths involved than the traditional public school model would be. Alternative high schools either public or private which can provide youths with special services would be potential placements within this voucher program.

3. In order to adequately administer these two voucher programs within the Department of Children and Family Services, we recommend $22,000 in federal funding. Simple administrative controls to enable the service voucher system to be administratively evaluated and, if successful, replicated are essential to the demonstration impact of the project.

4. After a juvenile under the supervision of the Department of Children and Family Services has received basic educational skills and/or job training, that individual is ready for job placement. We recommend that a capacity for such placement and coaching be developed within the Department of Children and Family Services. We recommend that $86,000 be provided for job coaching and counseling for juveniles within the Department of Children and Family Services who are job ready at the time of intake or who become job ready as a result of participation in other DCFS efforts. After placement, job coaching services to increase retention and job satisfaction are also germain.

CHAPTER FIVE: JAIL AND COURT SERVICES [52]

A major focus of the Law Offender's Planning Task Force has been services for clients who are serviced by agencies of state government and clients who have penetrated relatively deeply into the criminal justice system. As the introduction to this report indicated, there are many clients who are diverted at the station-house, at the court house, and through short-term incarceration in jails who also need manpower services; current services lack variety and are relatively unsophisticated in comparison to either penitentiary or community-based manpower resources.

Diversionary services and services offered at the early stages of the criminal justice system are of great interest not only to manpower planners, but also to criminal experts. A variety of manpower and criminal justice goals frequently can be maximized by intervening relatively early in the criminal justice process. Among these goals are the following:

1. Intervention early in the criminal justice process can reduce the extent to which clients are stigmatized by criminal sanctions and, in addition, can reduce the extent to which valuable ties to family, job and community are broken by incarceration. The two most significant forms of such early intervention are probation and pre-trial diversion.

2. Systematized cooperative working agreements between local correctional institutions, particularly jails, and community-based manpower services can avoid the costly duplication of services in the manpower area on the local level. The correctional client profits by having an opportunity to train with ordinary citizens rather than being constantly in the companionship of other law offenders. In

addition, the variety of services which can be offered to law-offenders through the integration of criminal justice agencies with community-based manpower resources is far greater than those that could be offered in institutionally-based training programs. Finally, the taxpayer profits because the cost of training at any given level of excellence is in almost all cases far lower using community-based resources than the cost for similar services in an institutional setting. For the law-offender who is already trained, work release provides the same benefits[53].

3. Early intervention in the criminal justice system through diversionary or community-based alternatives to penitentiary incarceration also reduces the extent to which the community suffers a loss of earnings by the incarceration of a law offender. Keeping law offenders working and able to support their families reduces the public welfare costs of a community and also facilitates family stability.

4. Finally, by avoiding incarceration of less criminally-oriented offenders with hardened criminals, the chances for the further criminalization of law offenders are reduced. It is frequently - - and unfortunately truthfully - - said that prisons and training schools can be a "university for crime". By reducing the extent to which law offenders (particularly misdemeanants and first offenders) are brought into continuous contact with hardened criminals, we enhance the probability that manpower services directed at lawful employment will be successful.

For all of these reasons, intervention relatively early in the criminal justice system has become an area of greater and greater interest throughout the country and throughout Illinois in recent years.

The agencies of government which provide services to offenders at the station house, court and jail levels are, in the main, agencies of local government in contrast to the state agencies which provide services to offenders who are relatively "deep" into the criminal justice continuum. As a result, the size of the agencies involved early in the criminal justice system has been small and in part because of numerous

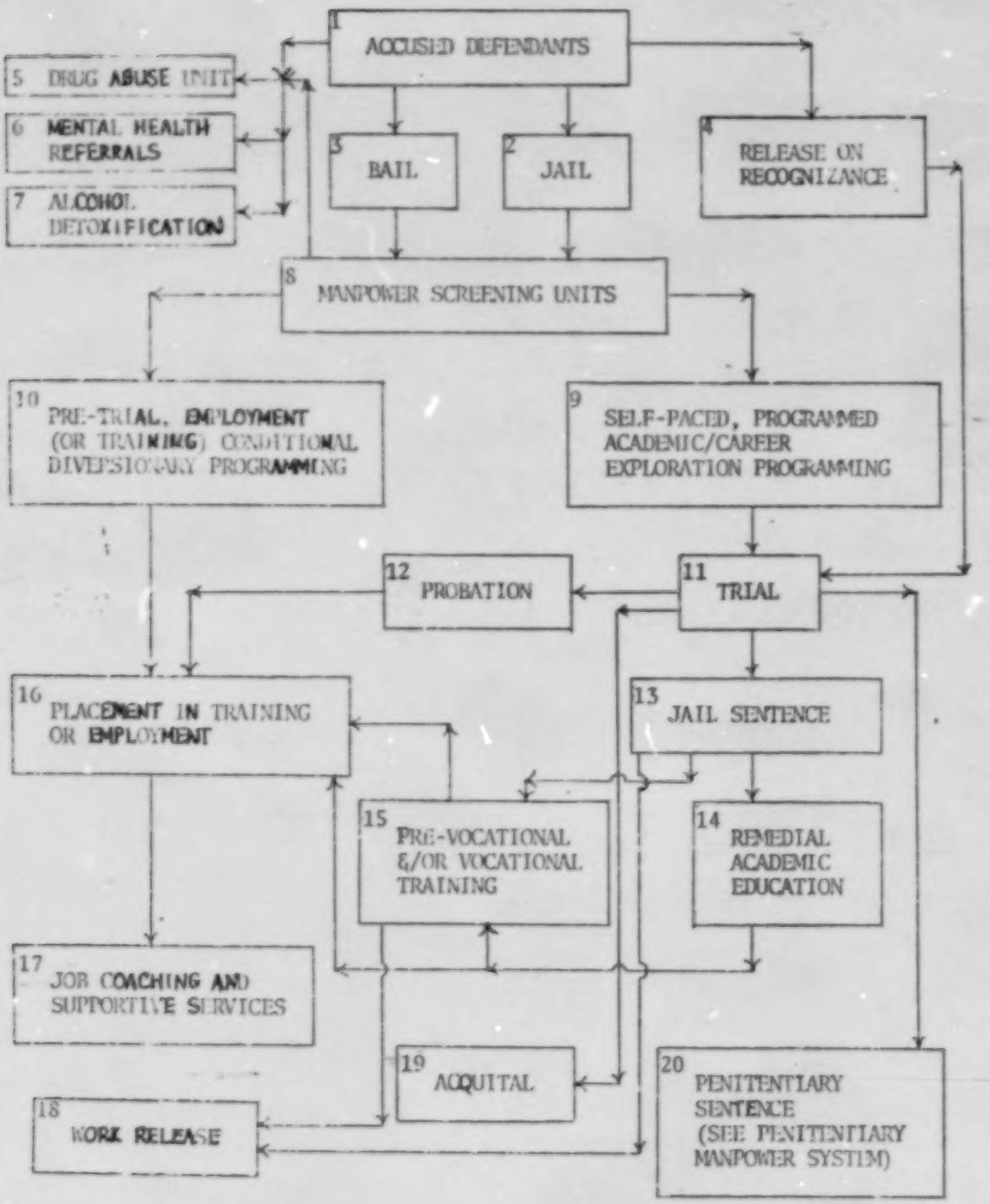
political subdivisions - - services are sometimes poorly integrated, less professional and/or offered on a less-than-cost-effective scale. Let us briefly take stock of the major points of the criminal justice system at the local level and highlight some opportunities which exist for the improvement of manpower services for law offenders in the care and custody of locally administered criminal justice institutions.

In the area of court diversion (see Figure 5.1 for the idealized court-based manpower model) we have seen increasing interest throughout the country and in Illinois in increasing the extent to which the discretion of the prosecutorial arm of the criminal justice system can be used to facilitate the reintegration of the alleged law offender without a deleterious impact on community security. Currently, there is a substantial amount of court diversion, but much of it is ad hoc and not part of a formalized program. As a result, state's attorneys do not have at their disposal detailed vocational assessments for clients for whom court diversion is contemplated, and as a result, they have a less-than-optional level of information about the manpower needs of the clients for whom they may be contemplating diversion. In addition, for many clients who have even relatively obvious employment needs, there are too few resources at the community-based level which stand ready to provide assistance to the court in promoting the job placement and job retention of law offenders.

At the jail level, there are similar organizational problems. Most jails lack a screening unit which can identify and select the criminal justice clients who could most probably profit from manpower services. Further, few jails have an "outreach" capacity to systematically

Figure 5.1

IDEALIZED COURT-BASED MANPOWER MODEL


1 ACCUSED DEFENDANTS
5 DRUG ABUSE UNIT
6 MENTAL HEALTH REFERRALS
7 ALCOHOL DETOXIFICATION
3 BAIL
2 JAIL
4 RELEASE ON RECOGNIZANCE
8 MANPOWER SCREENING UNITS
10 PRE-TRIAL, EMPLOYMENT (OR TRAINING) CONDITIONAL DIVERSIONARY PROGRAMMING
9 SELF-PACED, PROGRAMMED ACADEMIC/CAREER EXPLORATION PROGRAMMING
12 PROBATION
11 TRIAL
16 PLACEMENT IN TRAINING OR EMPLOYMENT
13 JAIL SENTENCE
15 PRE-VOCATIONAL &/OR VOCATIONAL TRAINING
14 REMEDIAL ACADEMIC EDUCATION
17 JOB COACHING AND SUPPORTIVE SERVICES
19 ACQUITAL
20 PENITENTIARY SENTENCE (SEE PENITENTIARY MANPOWER SYSTEM)
18 WORK RELEASE

identify alternatives to incarceration for various types of clients who could be successfully diverted to manpower services or who need specialized services in the alcohol abuse, drug abuse, or mental health areas.

Analysis of jail population reveals that few jails have an adequate average daily population to justify the development of extensive institutional training programs. As a result, the involvement of offenders (on a study-release basis) in local manpower resources is a preferable option - - service vouchers could provide flexibility to local communities who were interested in pioneering a systematic manpower design for court/jail/probation offenders.

The Cook County Department of Correction is, of course, an exceptional case. With an average daily population of 3,000 to 4,000 offenders - - most awaiting trial - - the possibility of manpower programming within the walls clearly exists.

Cook County has capitalized on this opportunity. Within the Cook County Jail a not-for-profit corporation - - PACE Institute - - offers vocational counseling, prevocational training and remedial academic education.

PACE Institute has expanded in recent years because its reputation for quality services has elicited monetary support from both the public and private sector. Servicing 80 to 100 offenders at any given time, it prepares 250 to 300 offenders a year for release.

An expansion of the PACE program to include services for the women's division of the Cook County Department of Corrections is planned; the Illinois Law Enforcement Commission has reserved funding for such remedial and pre-vocational services to women offenders.

A very hopeful trend in Illinois criminal justice services has been an increased emphasis on work-release for post-conviction jail clients. This desirable trend in post-conviction services not only facilitates the vocational rehabilitation of the offender, but also promotes his ability to support his family and maintain his relationships with the community. There is every reason to believe that several communities could expand into service areas if funds permitted it.

With increased emphasis on maintaining minimal physical standards of health and hygiene within jails, a trend towards the regionalization of detention facilities is receiving serious consideration. This trend towards regionalization of jail and detention facilities bodes well for the development of manpower services as it provides an expanded and stable client population for whom more professional and complete services are (economically) warranted. There are especially attractive opportunities for an expansion of services in locales moving in a regional direction which should be further explored.

In the area of probation, several factors limit the effectiveness of what is conceptually one of the most appealing options of the criminal justice system. Two serious problems in probation seem to be relatively high case loads combined with relatively poor access for probationers to manpower and other rehabilitative services within the community. More effective client advocacy by probation workers and improved referral resources for probation officers to jobs and training resources would enhance the manpower potential of probation. Clearly, the funding of manpower service vouchers would also be a helpful step towards more successful programming at the probationary level.

Proposed Action Strategy

(1) Diversion

Manpower service units in jails able to screen defendants into various categories of employment readiness and recommend community placements for individuals who are work-ready would be an important expansion of manpower services for law offenders and an aid to pretrial diversionary efforts.

The function of manpower screening units in jails should be an aid to authorities in performing two screening functions. The first screening function is to remove from the criminal justice system alcoholic, drug-using, and mental health clients who can be better serviced by community-based social services outside of the criminal justice system to as great an extent as possible without undermining the quality of public safety. The second function is to aid law offenders who are work-ready or training-ready to develop an employability plan. Such a manpower screening unit would also give assistance to local criminal justice agencies in their efforts to involve local community resources and business organizations in offender rehabilitation, and would greatly aid in promoting pretrial diversion. However, for its efforts to be fully successful, it must have the assistance of a job placement and coaching program - - services which are discussed below.

(2) Job Placement and Coaching

Job placement and job coaching programs could be developed in any community where a sizeable flow of clients either through a court diversionary program or from jail to probation exists. Such a unit would

facilitate the job placement of offenders and would provide supportive services to both the offender and the employer to facilitate job retention. Many studies of corrections and of correctional clients seem to indicate that job placement and post-release supportive services are the single best investment that one can make to reduce recidivism and promote vocational reintegration; as a result, heavy emphasis must be placed on these supportive service areas.

In communities where here are sizeable numbers of offenders, programs which serve law offenders alone may be appropriate. However, in other communities, where the flow of law offenders is not large enough to make it desirable to create a "law offender only" job placement program, cooperative agreements with public employment resources such as the Division of Vocational Rehabilitation and the Illinois State Employment Service may be a viable alternative. Additionally, volunteer efforts utilizing the services of clubs and organizations such as the Illinois State Jaycees who state an interest in the placement of offenders may provide a low-cost, high-benefit package of placement and coaching services.

It is important to stress here, as in other sections of this report, that job placement is only the first step towards the vocational reintegration of an offender. Job retention is the "ball game"; extensive supportive services are required in order to facilitate retention of employment by offenders.

A single job placement and coaching capacity within each of the several major urban communities in Illinois could aid numerous phases of a community-based correctional system, including court diversionary programs, probation, jail-based programs (such as work-release units), and the State's parole system.

(3) Community Work Release

For many offenders, little is to be gained by incarcerating the law offender in a jail after conviction. Jails typically have few programs either of a therapeutic or vocational rehabilitative nature as most jails are too small to support a complex program structure. The odds of developing sophisticated programming at the jail level are low in all but a few urban areas for many compelling reasons - - shortage of physical space, cost, and large fluctuations in population size.

Work release provides an alternative to a complex program structure by facilitating the selective and cost-effective utilization of existing community-based employment, manpower, and therapy resources. In addition, it provides a semi-supervised setting in which the client is provided with some controls (to protect community safety) but at the same time has adequate opportunity to test his new capacities so that his behavior can be realistic, given the demands of community living.

Perhaps most importantly of all, the offender has an opportunity to retain his close ties with his family and friends and to provide financial support for his family during the period of his placement in the Work Release Program. As placement is frequently a difficulty for Work Release Programs, the kinds of cooperative relationships discussed above with community-based job placement resources should be a facet of every jail-based Work Release Program.

(4) Manpower Vouchers

Many clients have complex patterns of needs and/or such dissimilar needs that it is difficult to develop program structures which are truly responsive to the individual law offender in question. As a result,

one of the more cost-effective solutions from the State of Illinois' perspective may be to develop manpower vouchers which can be utilized by clients for a wide range of services. Such vouchers would allow criminal justice clients (with the consent of the supervisory law enforcement authority involved) to purchase services within existing manpower and rehabilitation programs to facilitate their vocational reintegration into the lawful community.

The purchase of services in programs[54] which were not designed specifically for law offenders has a number of desirable consequences. First of all, it avoids the stigma attached to participating in programs which are identified in the public eye as "being for cons only". Typically, programs which deal extensively or exclusively with law offenders have an aura about them which is disadvantageous for job placement and community relation. In addition, the utilization of manpower vouchers facilitates the most cost-beneficial use of existing resources by allowing offenders and correctional workers to choose among a variety of programs for the most appropriate "program mix".

Finally, by promoting social mixing between law offenders and ordinary citizens, the utilization of manpower vouchers accelerates the process of reintegration into the community and provides the offender with an opportunity to make friends and develop a rapport with ordinary citizens who can exert useful and positive peer pressure.

On the basis of current experience, we believe community colleges are an especially useful community resource.

(5) Career Development Programming Within Jails

For the Cook County Department of Corrections, where adequate clients for "in-jail"programming are available, PACE Institution continues to represent a highly viable subcontractor for delivering prevocational and remedial (academic) services to offenders.

Elsewhere in the state, however, few jails are large enough to warrant a substantial commitment to the development of programming within the facility itself. For those jails in the State which do have an adequate population to support limited programming, career development and exploration exercises seem to be the most relevant single input. Career development should be construed to include vocational counseling, career exploration, pre-vocational training and limited academic remedial instruction.

Career development exercises similar to the program currently utilized in the State's correctional institutions will help promote career direction for clients serving sentences within jails or in jails awaiting trials. Such clients will then be able to better use both manpower vouchers, job placement and development services.

Broadly construed, career development services would have the following three major impacts:

1. First, it would help the offender identify both his strengths and his needs and, thus, focus the direction of his post-release reintegration.

2. Secondly, career development exercises would tend to identify his social service options and to help him select sources of aid within the community which are most relevant to the plan of action he has identified.

3. Finally, career development exercises teach what might be broadly called "lifemanship" skills, skills which are related to the successful functioning of the offender in the community after his release from close supervision. Skills such as job-seeking skills, job-retention skills, and interpersonal coping skills are useful not only in promoting the offender's readjustment and preventing his recidivation, but in addition, are essential to his vocational reintegration.

(6) Alcohol/Drug Offender Programs

Alcoholic and drug offenders have traditionally been two client groups within the criminal justice system which are selected out of manpower programming by service providers because other services are viewed as a pre-requisite. We believe that these two client groups must be seriously dealt with and serviced because they are disproportionately present in the criminal justice system.

However, services to these clients present the planner with several problems because:

(1) Criminal justice planners usually have little, if any, expertise in either of these areas,

(2) There are few statistics available to determine the extent of the problem at different junctures of the criminal justice system and,

(3) An assumption is made that these two client groups relate to the criminal justice system in a similar manner.

To reduce these traditional problems programming for these clients will be developed in cooperation with state and local agencies which specialize in drugs and alcoholism on the state level (specifically the Dangerous Drugs Commission and the Department of Mental Health). As with other programs in this report, ongoing data collection will be required. Analysis will be performed to carefully define the relationship of each of these client groups to the criminal justice system and identify the service-related (especially manpower) implications of these findings.

Currently we believe that the drug offender contributes disproportionately to the crime problems of urban areas by committing crimes to support a habit. By contrast, the alcoholic offender seldom commits crimes but is viewed by many as a public nuisance. A revolving door of arrest/release/rearrest of alcoholics, clogs the "head end" of the criminal justice system in some cities (police, court, jail). Planners feel that drug and alcoholic law offenders, because of the multiplicity of their problems, need extended follow up services in order to build a new life style. As a result priority will be placed on non-institutional diversionary or post release services which explicitely address follow up needs and service delivery strategies.

Conclusion

By emphasizing the capacities discussed in this chapter on community-based correctional manpower opportunities, we can expect the State to experience three major consequences.

First, and perhaps the most important of the consequences in the long run would be to reduce the destructive consequences of institutionalizing a larger population than is required by the mandate of public safety. By placing offenders who are not committed to criminal careers among those who are and by breaking up families and careers in the process, society does itself no service; instead, it sows the seeds of resentment and hostility which it later reaps in the form of recidivism. Society does itself this disservice at a staggering cost as some correctional programs cost as much as $15,000 per year, per client to operate. Extravagant institutionalization of clients is simply a luxury which our society cannot afford.

An additional consequence (and an easier consequence to measure) would be a direct increase in the earnings, job skills, family income and family stability of offenders who are diverted early in the criminal justice and provided with manpower services supportive to their reintegration. These positive consequences could be expected to occur simultaneous with a reduction in total criminal justice system costs and in the welfare dependency of families who would otherwise have no means of support other than general assistance.

A final significant, but somewhat humanistic, consequence which would accrue to Illinois by improving the criminal justice manpower programs available on the local level is an expansion of the occupational and training opportunities for a segment of Illinois society - - law offenders - - which have, in the past, been excluded from the general employment and vocational life of the State.

Illinois is committed to the notion that, just as crime causes are found in local communities so are its solutions. By enhancing local manpower offender services, we are convinced that the offenders and communities involved will be well served.

Recommended Funding

1. 3 Manpower Screening Units to divert and refer clients

   1 funded for 10 months in FY 75

   1 funded for 6 months in FY 75

   1 funded for 4 months in FY 75

   $105,000

2. 2 full service model Work Release Programs, including job coaching staff at the county level

$80,000

3. Technical Assistance to jails on manpower planning for FY 76

$20,000

4. Service Vouchers $100,000

5. Vocational Counseling/Career Development

Ongoing funding of PACE Institute	$50,000
2 jail/probation models (including job placement and coaching costs)	$100,000

6. Alcohol/Drug Offender Programs

Alcohol	$176,000
Drug	$250,000

It is recommended that the funds above (except for 3) be viewed as the "state's" share of the funding package with an additional 50% to be earmarked by local prime sponsors as a "match" from their Title I CETA funds.

CHAPTER SIX: METHODOLOGICAL PROBLEMS IN PLANNING

Partially as a warning to the reader that the work presented in this report is far from definitive, and partially because of the intrinsic interest of the methodological problems that we faced in this planning effort, it is important to enumerate some of the most significant problems we encountered. We do not mention these problems to escape responsibility for the conclusions we ultimately reached. We have made concrete suggestions about activities which the State should undertake over the next year to reduce the extent to which the problems enumerated in our report undermine the manpower system.

Perhaps the single greatest problem that we faced in the development of a manpower plan to law offenders was a shortage of information about the criminal justice system and the clients who moved through that system. In chapter one we discussed the number of clients who needed service in gross terms. However, the large bulk of the clients in the criminal justice system who are serviced through community alternatives to incarceration (primarily station house diversion and probation) are clients about whom we know the least. Although individual case records indicate that many of these clients participate in manpower services offered to the general public (i.e., not specifically for law offenders) we know relatively little about the extent to which law offenders consume these manpower services and what the effects,if any, are experienced in terms of retention, earnings, and promotion for this client population.

An additional problem is the shortage of labor market information which is tailored to the unique employment problem of law offenders. While there is substantial information on the demand for workers within Illinois, it is difficult to interpret this generalized demand information into figures which would be useful for planning for our unique population. At the simplest level, while there may be a substantial demand in Illinois for bank tellers, there is not necessarily a substantial demand for law offender bank tellers.

The Illinois COMP Program has developed some labor market information which covers the Chicago metropolitan area. This report, authored by SAFER Foundation as part of the Illinois COMP Program, was recently released for use by the Department of Corrections' Vocational Counseling Program. Although the report covers 250 occupations (and requires 130 pages of printing to reproduce) it is only a first step toward addressing a broader problem.

In addition to the difficulty in interpreting existing demand-based information, there is a serious methodological problem posed by this demand information in the absence of equally specific supply information. While we know that there is a substantial market for auto mechanics who are able to work on cars with the most recent emission control devices, we do not necessarily know that this high demand is not met by an adequate supply of workers soon to be graduated from the State's community colleges and technical institutions. As a result, offender-manpower authorities cannot easily differentiate between high aggregate demand and high net

demand for workers. There is a constant risk that, by the time penitentiaries and other criminal justice institutions "tool up" to deliver training in any specific trade or profession, other state manpower agencies may have already met the existing demand by the expansion of skill center and junior-college-level programs in the same trade area. We believe that the Bureau of Labor Statistics is adopting an increasing emphasis on supply information in addition to its traditional emphasis on demand information, and it is possible that within the next two to three years that many manpower planning groups will have more adequate supply information at their disposal than is currently the case.

Another methodological problem faced by our group was that in the past, criminal justice manpower programming has been typified by relatively little law offender involvement. There has been relatively little information (with the exception of clients who have participated in the Vocational Counseling Program of the State Department of Corrections) concerning the interests of law offenders. As a result, it has been difficult to propose strategies that are responsive to client interests because there is relatively little information on client interests. Logistical problems limit the extent which many manpower agencies can involve law offenders more directly in the planning and evaluation of the manpower programs -- although all agencies can do better than they have. It is worth noting that law offenders were involved in the work of this task force and that several of the meetings which led to the formulation of

this report were held in criminal justice institutions with law offenders participating in the discussion and debates.

Because manpower services have been delivered by a variety of institutions through a variety of criminal justice direct service agencies the little information which exists is incompatible; as a result we cannot evaluate the effectiveness of different types of services, delivery systems, and intervention points. There is relatively little information on the consumption of manpower services by law offenders, on the achievement of instructional objectives by law offenders who participate in either institutional or community-based manpower programs (because neither uses a pre/post test design) or on job-retention and earnings as a function of prior training and education. Some data will be collected through several evaluation efforts during the summer and fall concerning programs funded by the Correctional Manpower Services Unit of the Illinois Law Enforcement Commission; however, there is, at this time, fragmentary information which is not adequately comprehensive, valid, or reliable for planning purposes.

Clearly, what is needed is for the various manpower agencies to jointly develop a shared data base which all Illinois manpower agencies can draw upon in planning programs and making funding decisions. We recommend that such a data base be developed and that direct service agencies operating manpower programs through any of a variety of funding sources be required to keep certain identical items of data which will make those programs comparable.

Another important methodological problem in establishing goals and standards for the delivery of manpower services to law offenders is the lack of intuitively obvious reference points for performance standards. Since many offenders return to neighborhoods in which employment may be very difficult for young males to obtain, whether they are offenders or not, many traditional standards for job placement and retention may be totally inapplicable. In the main, criminal justice institutions deal with clients who have demographic characteristics quite similar to the characteristics of persons in the general population who are most frequently unemployed, who are out of work for the longest periods, who are the first to be laid off and the last to be rehired, and who are frequently pigeon-holed in dead-end, non-promotional positions. Since the aspirations of law offenders tend to be relatively middle class, it is of great concern to us that the system of manpower services for law offenders break through many of the problems which lock persons with these demographic characteristics into low-paying, dead-end positions. Obviously, it is even harder to develop a manpower system capable of doing this for law offenders than it would be for persons of similar demographic and achievement backgrounds who did not, in addition, have the employment disadvantages of law offender status.

Depending on the reference groups to which one compares the performance of law offenders in the labor market, one comes up with varying evaluations of current efforts. Offenders do not, however, seem to perform markedly

worse in training than any major client group for whom federal agencies and state rehabilitation agencies offer programs. As a result, we believe that there is no reason why law offenders cannot be at least as successful in employment as other disadvantaged groups have been -- and thus overcome their poor work histories and chronic underemployment. It is conceivable that since law offenders tend to have somewhat higher initiative levels and earning expectations than many other disadvantaged or handicapped populations, law offenders may be more fully rehabilitated than some client groups.

One issue which is of considerable concern, given the relatively high cost per pupil associated with providing law offenders with manpower services, is the question of establishing a point of diminishing returns. Currently, many types of programs with widely varying per-client costs and lengths of training are offered to law offenders and Illinois manpower agencies are not in a position to offer judgment as to the relative cost-effectiveness of varying degrees of training or varying levels of per-client expenditure. Some, perhaps many, programs may be too costly. A major priority for the next two years should be to identify the monetary and non-monetary returns offered by manpower programs at a variety of levels of intensiveness and expenditure so that we can identify levels of spending which, to some extent, optimize the State's return on its investment.

Perhaps the most severe methodological problem faced in developing this plan is the fact that there are no successful models for the delivery of manpower services for offenders. Although Illinois is one of the nation's leaders, we are dissatisfied with our current level of success. As a result, we are in the position of trail blazers who must make certain decisions in relative ignorance and tred certain trails which no one else has yet explored. Unquestionably, there will be failures as a result of the experimental nature of our efforts. However, we would rather focus on the fact that the Illinois effort will be a nationally significant effort and that Illinois can be a leader in a significant new field of manpower than to shy away from the challenge of being the first to address forthrightly the issues discussed in this report.

Programmatic Recommendations

As the problems raised in planning are interagency and multi-agency in nature, and as they are highly technical we recommend the following:

(1) That the manpower and direct service agencies draw up a standardized "basic information" sheet which will describe each law offender manpower program (goals, scope, method, cost) in comparable terms. Such a document should become part of the funding system of each agency.

(2) That a condition of future grants and contractual awards for more than 30 pupils per year be that general and intake data be gathered as well as follow-up information on post release employment by parole or probation authorities at 30 days and 90 days after release or program completion.

(3) That such information (1 & 2 above) be catelogued and made generally available at 6 month intervals.

(4) That the involvement of private industry, labor and educators be encouraged and the periodic assessments of services -- such as those performed by the Division of Vocational & Technical Education -- be used in planning.

(5) That continued staff support for the Governor's Advisory Council on Manpower and other interested agencies be provided by the Law Offender's Planning Task Force.

(6) That specific measures of logistical support (absentee rates, number of contact hours per day, etc.) be developed and standards set for these critical (non-manpower) supportive service areas as a condition of fund award.

(7) That the rich opportunities for evaluation and the research potential offered by the complex manpower service program structure of Illinois' several criminal justice service agencies be exploited by more intensive and methodologically complete studies of existing efforts.

Funding Recommendations

(1) That the interagency, clearing house and technical assistance function of the Correctional Manpower Services Unit of the Illinois Law Enforcement be continued under CETA ($114,000).

(2) That "third party" evaluations of selected program areas be commissioned to facilitate planning for FY 76 (250,000).

CHAPTER SEVEN: RECAP AND CONCLUSIONS

Basic Thesis

The basic thesis of the Task Force is that manpower services and economic opportunities for law offenders will help reduce crime and will increase the State's wealth of trained manpower. In some cases - - perhaps most cases - - crime is a function of economic and personal frustration; access to legitimate, remunerative opportunities give law offenders a realistic alternative to crime.

Working co-operatively, Illinois manpower and criminal justice agencies have formulated a plan for the delivery of manpower services to law offenders at each of several points in the criminal justice system. This plan is based upon a frank assessment of current logistical and programmatic difficulties experienced by the several agencies and levels of government involved.

The Current System

In the overview, manpower services are not delivered in adequate scale or quality to meet the needs of Illinois law offenders. At most points in the criminal justice system where services are rendered, opportunities for improvement and/or expansion exist in at least one of the following areas:

1. Scale,
2. Variety of services,

3. Interface between services,

4. Follow-up post-training services,

5. Logistical support for manpower services and

6. Evaluation and monitoring of services.

Improvements to meet these criticisms would be cost-effective because they have the following consequences:

1. By making services more accessable, professional and effective, we tend to reduce the direct costs of crime (costs for victims, taxpayer costs for trial, jail, correction, etc.) and the indirect costs of crime (welfare costs for families of those who are jailed, insurance costs, etc.).

2. By providing employability services to law offenders we upgrade the Illinois labor pool by converting persons who would have been social service consumers into productive, self-sufficient taypayers.

While manpower services are not a panacea, we believe they represent a viable point of intervention in the lives of many offenders and are a type of service which is of demonstrable, practical significance for almost all clients.

A Basic Service Model

Already presented in document is a basic service model (Figure 7.1). Not all clients need each of the services discussed; consequently, we have provided multiple entrance and exit points based on differential need.

BASIC MANPOWER MODEL

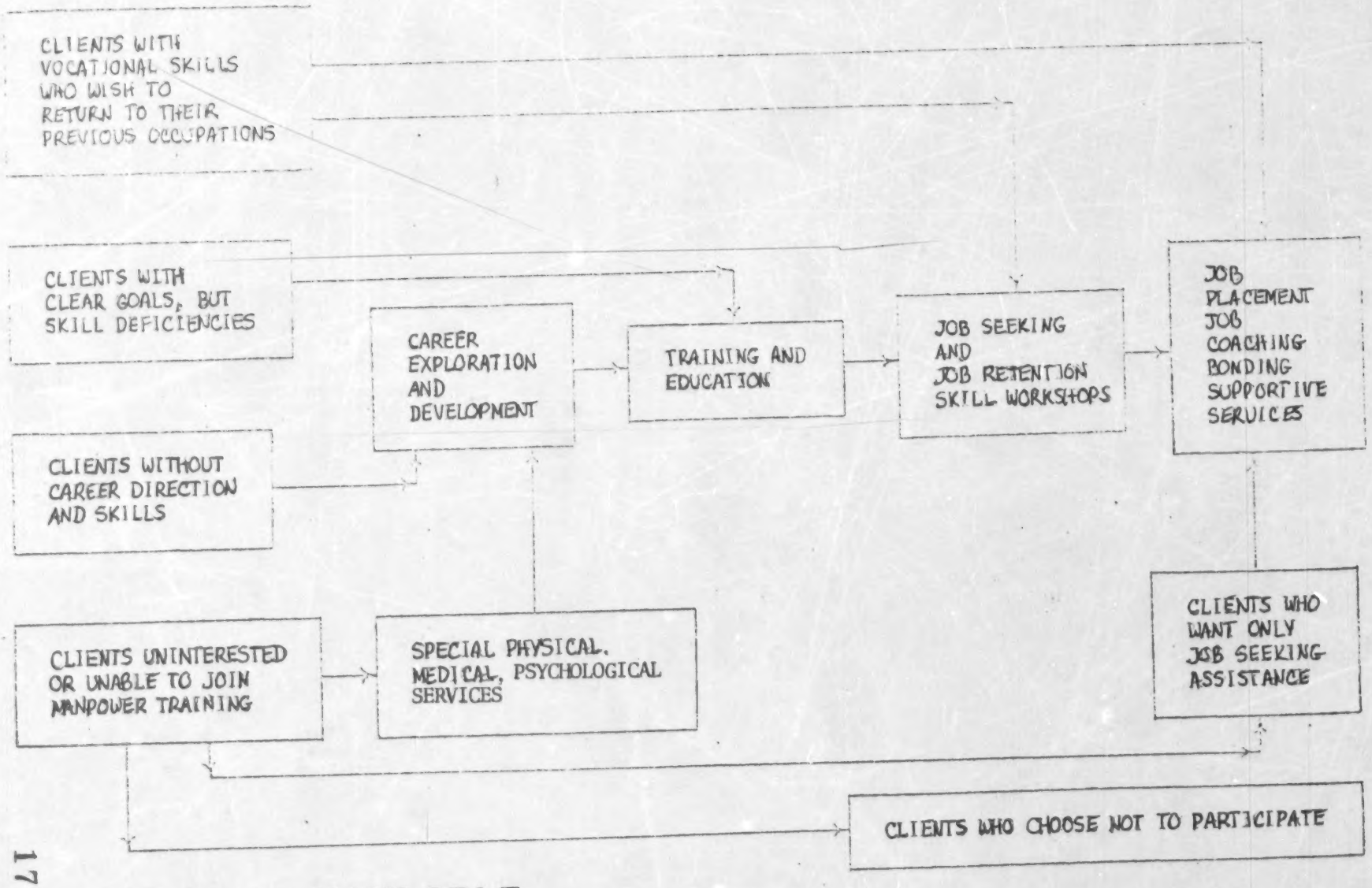

CLIENTS WITH VOCATIONAL SKILLS WHO WISH TO RETURN TO THEIR PREVIOUS OCCUPATIONS
CLIENTS WITH CLEAR GOALS, BUT SKILL DEFICIENCIES
CAREER EXPLORATION AND DEVELOPMENT
TRAINING AND EDUCATION
JOB SEEKING AND JOB RETENTION SKILL WORKSHOPS
JOB PLACEMENT JOB COACHING BONDING SUPPORTIVE SERVICES
CLIENTS WITHOUT CAREER DIRECTION AND SKILLS
CLIENTS WHO WANT ONLY JOB SEEKING ASSISTANCE
CLIENTS UNINTERESTED OR UNABLE TO JOIN MANPOWER TRAINING
SPECIAL PHYSICAL, MEDICAL, PSYCHOLOGICAL SERVICES
CLIENTS WHO CHOOSE NOT TO PARTICIPATE

Figure 7.1

BEST COPY AVAILABLE

Manpower: Part of a Larger System

The manpower system is part of a larger system: criminal justice. Issues such as alternatives to incarceration, decriminalization of certain offenses, and logistical support for training and education are relevant issues for manpower planners to discuss and debate. This Task Force has concluded that logistical support by criminal justice agencies for manpower services is an area of service which must receive attention; we have included a discussion on these points in our report. To summarize, an orderly, cost-effective manpower system cannot exist in the midst of a disorderly, confused justice system. Rather the two are interdependent and must plan together for mutual growth; our report represents a rare example of such mutual planning.

Major Points of Intervention

As a result of our analysis of needs and of existing resources, we have developed the following priorities. Our model stresses community-based services (for clients not yet institutionalized) and reintegrative services for those who have been institutionalized. Particular emphasis is placed on:

1. Jail/court/probationary manpower screening and referral to services;

2. Work release for both jail and penitentiary clients and special reintegrative programs;

3. Pre-trial diversion focusing on job placement and coaching services;

4. Upgraded training, job placement and coaching services for parolees and probationers;

5. An enhanced emphasis on prevocational exploration and vocational assessment/counseling;

6. Radical expansion of small minimum security institutions stressing manpower services as an alternative to maximum security confinement;

7. Strategies to involve private industry and organized labor in correctional program design, operation and evaluation;

8. Sophisticated monitoring and quality control efforts;

9. Manpower services for guards above and beyond in-service training, including GED and community college education.

The total price tag for our program effort - - over and above existing sources of funding[55] - - is 3.3 million dollars. An additional 7,500 clients per year can be serviced by the expansion we propose. Costs cited above include one time start-up costs for several programs.

Conclusion

Enhancing the quality, scope and integration of the law offender manpower system will require continuing inter-agency cooperation, the involvement of industry and labor, and hard work by many direct service workers within several agencies/levels of government. We believe, however, that these services represent a chance to move to a new quantum level of service - - to establish a truly state-of-the-art level of service in Illinois.

AFTERWARDS

As a result of the planning effort represented by this report, considerable interest in offender programs has emerged not only from parties who were not represented in the planning process, but also from federal funding agencies. As a result of this interest, the Task Force chairman, Edmund H. Muth, has visited with federal funding agencies in Washington and the Correctional Manpower Services Unit of the Illinois Law Enforcement Commission has developed funding applications totalling 3.8 million dollars.

While it seems clear that some of these applications will meet with favorable review, it is, nonetheless, important that the criminal justice system does not assume that the entire fund requirements of the Law Offender's Planning Task Force can be met through federal grant monies. Local units of government would be well advised to meet with their regional criminal justice planning agency and their local prime sponsor manpower specialists to identify the extent to which special revenue sharing funds under the Omnibus Crime Act and the Comprehensive Employment and Training Act could be utilized to fund programs of the types listed within the body of the report. Of course, the members of the Task Force and the Correctional Manpower Services Unit will be more than happy to provide technical assistance in the development of these concepts on the local level - - particularly in such areas as pre-trial diversion, jail-based manpower programs, community-operated work release centers, and the upgrading of manpower services to probationers.

Both at the state and local level of government, the effectiveness of this plan will not revolve around the total dollar figure of new federal funds garnered by the planning effort. Instead, a combination of new monies and a more systematic expenditure of existing monies will provide for the most cost-effective results.

It is anticipated that the several agencies who were involved in this planning process will be even more heavily involved in joint programmatic efforts in the coming years. The action program contained in the body of the report will be an annual effort. Specific plans to develop goals and standards for manpower programs for law offenders will be developed, hopefully work on those goals and standards will, again, be a multi-agency effort.

It is hoped that goals and standards can be in draft form by November 30, 1974, that the remainder of FY '75 can revolve around further refinement of those goals and standards and a systematic assessment of the degree to which existing programs at both the state and local level are in compliance.

Readers of this report who wish to stay apprised of the development of the Illinois Comprehensive Offender Manpower Program may contact the Correctional Manpower Services Unit of the Illinois Law Enforcement Commission at 120 South Riverside Plaza, Chicago, Illinois 60606 [(312) 454-1560]. The Correctional Manpower Services Unit will be happy to act as a clearinghouse for requests for information and for ideas for future programmatic improvements.

FOOTNOTES

[1]A recent study of clients in the Vocational Counseling Program in Illinois by the program's counselors found that 47% of the offenders had been unemployed at the time of their arrest and still more were underemployed.

[2]Ibid.

[3]Although many offenders have completed more than eight grades of education, their actual skills lag far behind. An analysis of the Stanford Achievement Test (SAT) scores will be performed soon but preliminary evidence is that fewer than 25% score higher than 8th grade (The SAT is given upon entrance into the state penitentiary system).

[4]Again, quality data is lacking. However, preliminary evidence is that many offenders grew up either without one parent or, in cases where both parents were present, without a working parent to emulate. In one sample of juvenile offenders (Family Reintegration Project) studied, over 75% of the families fell into these categories.

[5]The distribution of arrests is, of course, a function of police policy as well as a function of the distribution of crime.

[6]If one examines parole caseloads, there is a clear tendency for offenders to return to neighborhoods where unemployment is high.

[7]An analysis of drug abuse among offenders is currently underway by ILEC; those are tentative findings.

[8]A recent study of clients in the Vocational Counseling Program in Illinois by the program's counselors found that the mean income among those state penitentiary residents who were employed when arrested (53% of the sample) was $6,240.

[9]These are pretest scores from the Department of Corrections' Vocational Counseling Program.

[10]Two points should be made here: (1) Causality is always questionable in the social sciences, (2) Some offenders were affluent and professional, (lawyers, etc.) at the time of their arrest...clearly a need for manpower services was not the cause of their crime.

[11]National studies of welfare recipients and other poor people seem to universally indicate that the poor want to work. Offenders seem high in vocational aspirations when surveyed as part of the career exploration program, juvenile delinquents at Valley View were tested with the Leonard Goodwin scales and test high in work commitment. We conclude that most offenders want to work.

[12]"Hands on" instruction is defined as a vocational or pre-vocational instruction method which allows the student to actually practice each idea or skill as it is presented. This technique is particularly useful for students who have difficulty applying classroom-acquired information to practical, work-related settings and problems.

[13]If the mean "crime cost" were calculated (injury and/or property damage) we feel this figure is accurate. However, the median crime cost is much lower...perhaps as low as $200. Real estate manipulations, fraud, other white collar crimes inflate the average cost to the $5,000 estimate even though frequent crimes -- such as the stereotypic "liquor store robbery" -- net little money.

Cost will vary depending on what is included. However, whatever is included the cost of recidivism is very high. We believe this figure is a conservative, realistic one.

[14]In effect this strategy concentrates services -- both training and job placement -- in the same client. Average cost per client will rise as a result; however if the "success rate" of clients improves by a greater percentage than the percentage cost increase, the point of diminishing returns has not yet been reached.

[15]Interested persons may want to visit the Vocational Counseling Program at Pontiac Penitentiary, the department's most sophisticated.

[16]A training rather than therapeutic model of vocational counseling allows for a relatively more testable set of working hypotheses as well as the other advantages cited in the body of the paper. Dr. Robert R. Carkhuff; et al in several publications (see Bibliography) elaborate this model; he and his associates provided the training and materials for this program.

[17]This model of career exploration is highly rational -- perhaps too rational. Analysis at this point by readers would be welcomed.

[18]Implicite in this discussion is the value judgement that a training-based model, such as the Vocational Counseling Program's creates a higher degree of commitment to a vocational path than can traditional approaches.

[19]Illinois does not make license plates in its prisons -- but it does make chewing tobacco and several other classes of goods for which there is virtually no civilian labor market.

[20]These four trends are not exhaustive, of course. However, these themes were dominant in the comments of almost every agency surveyed in preparing this report.

[21]The legal "bindingness" of such agreements has yet to be tested in the courts.

[22]Much of this curriculum model is adapted from: Robert G. Smith Jr., The Engineering of Educational and Training Systems (1971).

[23]Instructional content may, in some cases, dictate instructional mode.

[24]Curriculum design is a process; it is never final, done, completed.

[25]The Department of Corrections, realizing the significance of this problem, has requested funding from ILEC in order to allow for an expansion of the program day.

[26]This rather hard line stand is based on the taxpayer's perspective. Offenders may feel that training is justified if they develop avocationally.

[27]When used as part of an ISES experimental program, costs averaged $130 per placement. Costs for Operation DARE - - a more traditional model with job developers, counselors, and coaches - - run between $310 and $400 per placement. Private employment agencies charge between $400 and $800 for less extensive services.

The job reward model is, undeniably, contraversial. Possible collision between employers and employees is quite possible (although a more sophisticated monitoring design would reduce this problem).

Further, some less-than-principled personnel officers may collect rewards for job leads at their own companies - - thus profiting unethically from "inside information" about soon-to-be-announced openings.

Nonetheless, the strength of the model lies in its ability to "tap into" informal job information sources - - through which middle class people get most of their job leads. No other job model has ever successfully opened up these information sources.

[28]Evaluation Report of the Occupational Education Program, Pontiac Correctional Center, A Division of Vocational and Technical Education Report (Springfield, Illinois, 1973). This report indicates that the problem, while not isolated in any one penitentiary, is especially severe there.

[29]Alternative strategies to supply hot water are under study at the moment and, where practical, hot water service will become more widespread. Prison architecture - - reinforced concrete - - makes the installation of plumbing quite expensive at some sites.

[30]It should be noted that many states do not march offenders in groups to and from assignments, even in maximum security institutions. Illinois' system may be essential - - given our gang problems - - or dated and worthy of re-evaluation.

[31]Stanley N. Griffith, Evaluation of Illinois Correctional Officer Training Academy (1974), unpublished report.

[32]We propose these services both as a "fringe benefit" of sorts and in the belief that better educated, more widely read, more verbally skilled guards will perform better on the job. The reader can probably imagine how hard it is for guards to escort offenders to services they cannot receive but would like.

[33]For example, the parole division does not routinely "channel back" information on the employment status of offenders who were trained during their incarceration. Such data would be highly useful, even if collected only sporadically on samples of the population.

[34]John Irwin, The Felon (Englewood Cliffs, N.J., 1970). This book includes a good discussion of these problems.

[35]We are not, of course, proposing dereliction of duty by police. Some offenders need close supervision. Others feel harassed, "behind the eight-ball" because of overly close police attention. The line is a difficult one for police to tread.

[36]Unemployment amount a sample of offenders recently surveyed (clients in the Vocational Counseling Program) was 47% -- about 10 times the national average -- at the time of their arrest.

[37]The Illinois Department of Public Aid feels that payments to families who are on welfare because of the incarceration of the family's breadwinner averages $750,000 per month.

[38]Program Plan: Department of Corrections School District #428 (Springfield, Illinois, 1974).

[39]These are estimates based on fragmentary data on offender needs. It is also assumed that offenders will utilize these slots sequentially not simultaneously; that offenders serving long sentences will not participate in training until near release; and that some offenders will not need training as a result of pre-incarceration skills and/or post-release training plans.

[40]This point emerges in almost all Division of Vocational and Technical Education institutional evaluations (see Bibliography) and is perceivable even by casual visitors to the institutions.

[41]The Department of Corrections School District took on greater control over these functions July 1, 1974 and presumably their centralized control will be of aid in reducing variation.

[42]Vienna's training, heretofore funded by the Manpower Development & Training Act deserves special praise. On another subject, it should be noted that the challenge facing Vienna is not only coeducational but also size -- the institution will double its population in two years.

[43]Most of the training was originally developed with juveniles in mind but can be converted to adult use. A program of special interest is the Brunswick Pinsetter repair course where industry provides training in a correctional setting. Placement has been excellent for this program.

[44]Evaluation Report of the Occupational Education Program, Pontiac Correctional Center, A Division of Vocational and Technical Education Report (Springfield, Illinois, 1973).

[45]In Chester, Illinois three law offender related institutions perform different but related missions. Menard Correctional Center is discussed in the body of the report. Contiguous with Menard Correctional Center is Menard Psychiatric Division, a criminal justice mental institution, part of the Illinois State Department of Corrections, which treats offenders who need psychiatric care after commitment to the Illinois Department of Corrections. (Breakdowns, latent psychological disorders, and senility among older offenders are the major problems.)

Also in Chester, Illinois is the Department of Mental Health's Maximum Security Hospital wherein criminally insane patients are institutionalized. These patients were diagnosed insane at the time of trial.

It is interesting to note that when one develops a mental disorder a determination is made as to which of two, somewhat similar high security hospitals, one is sent.

[46]Evaluation Report of the Occupational Education Program, Menard Correctional Center, A Division of Vocational and Technical Education Report (Springfield, Illinois, 1973).

[47]In meetings between this author and William Lash, Work Release Director. Lash indicated an eagerness to develop new manpower resources.

[48]Evaluation Report of the Occupational Education Program, Stateville Correctional Center, A Division of Vocational and Technical Education Report (Springfield, Illinois, 1973).

[49]These recommendations are those of the Law Offender's Planning Task Force and do not necessarily represent the opinions of the Governor's Advisory Council on Manpower.

[50]Evaluation Report of the Occupational Education Program, Illinois State Training School for Boys, A Division of Vocational and Technical Education Report (Springfield, Illinois, 1973).

[51]Evaluation Report of the Occupational Education Program, Illinois State Training School for Girls, A Division of Vocational and Technical Education Report (Springfield, Illinois, 1974).

[52]Because of time pressure, local input has been less than optimal.

[53]Coordination between local correctional programs (diversion, probation, jail, work release) and state services delivered on a local level (parole, work release, etc.) need improvement too.

[54]Purchase of service agreements are not without difficulties. In some communities there are too few quality services for the existing client pool. Additionally some existing services are unable/unwilling to exert "special efforts to merit special needs" -- in some cases essential to reaching law offenders. Purchase of service contracts require sophisticated monitoring techniques as well.

[55]Current funding is from general revenue appropriations, local correctional spending, CETA prime sponsors, Illinois Law Enforcement Commission, Division of Vocational & Technical Education, Division of Vocational Rehabilitatio Title I and III of the Elementary and Secondary Education Act, special pupil expenditures and routine tuition subsidy from the Illinois Community College Board and contributions from private industry, individual citizens and other sources.

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